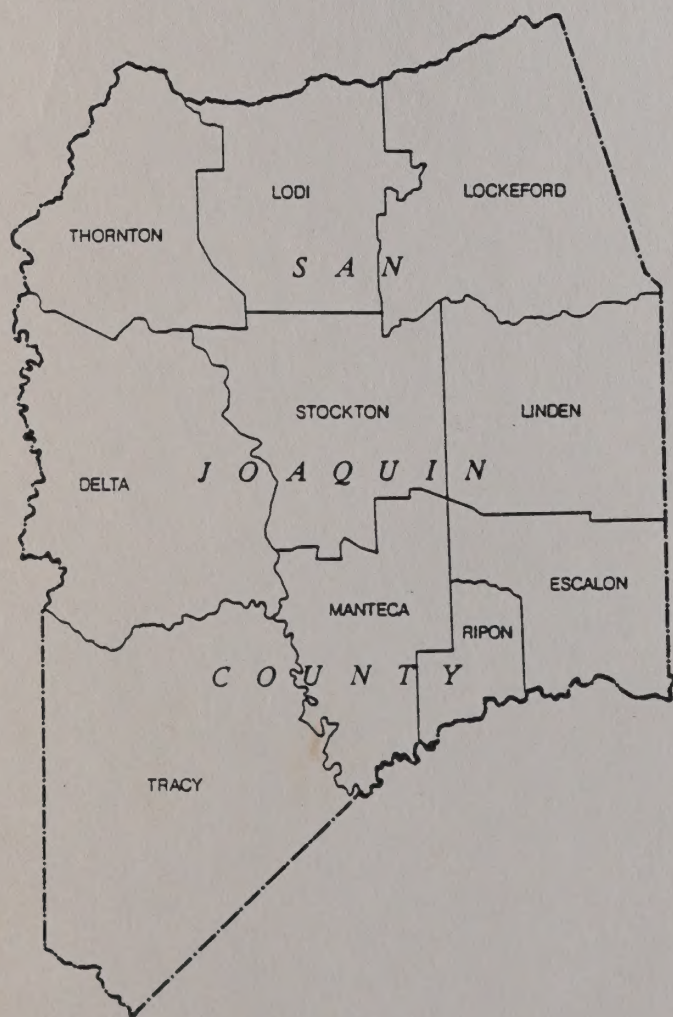


ADMINISTRATIVE DRAFT

San Joaquin County Comprehensive Planning Program

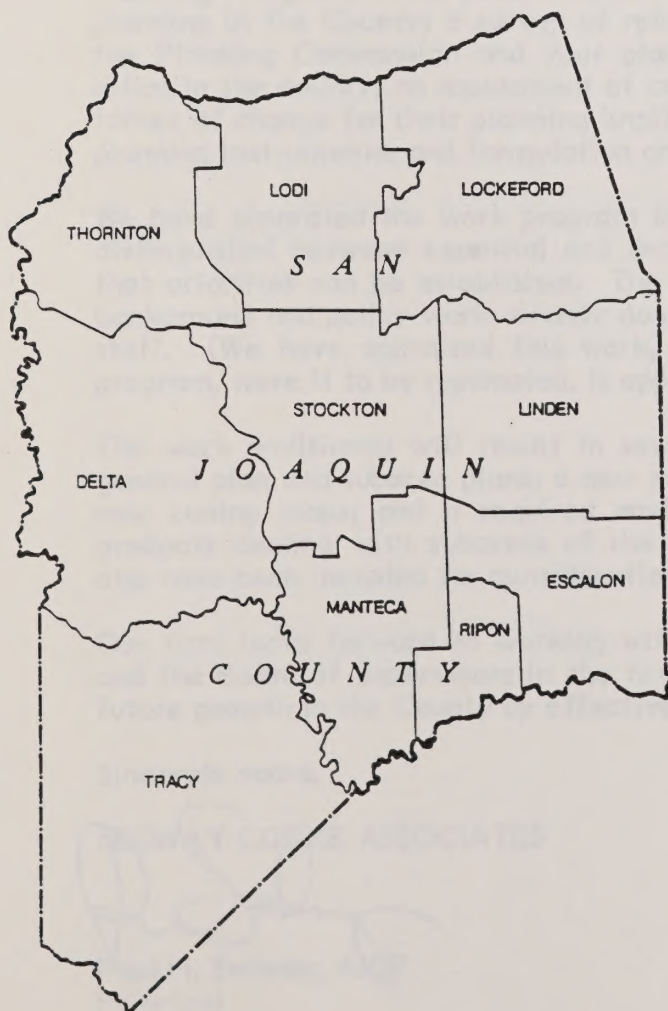
PHASE 1: EVALUATION AND WORK PROGRAM

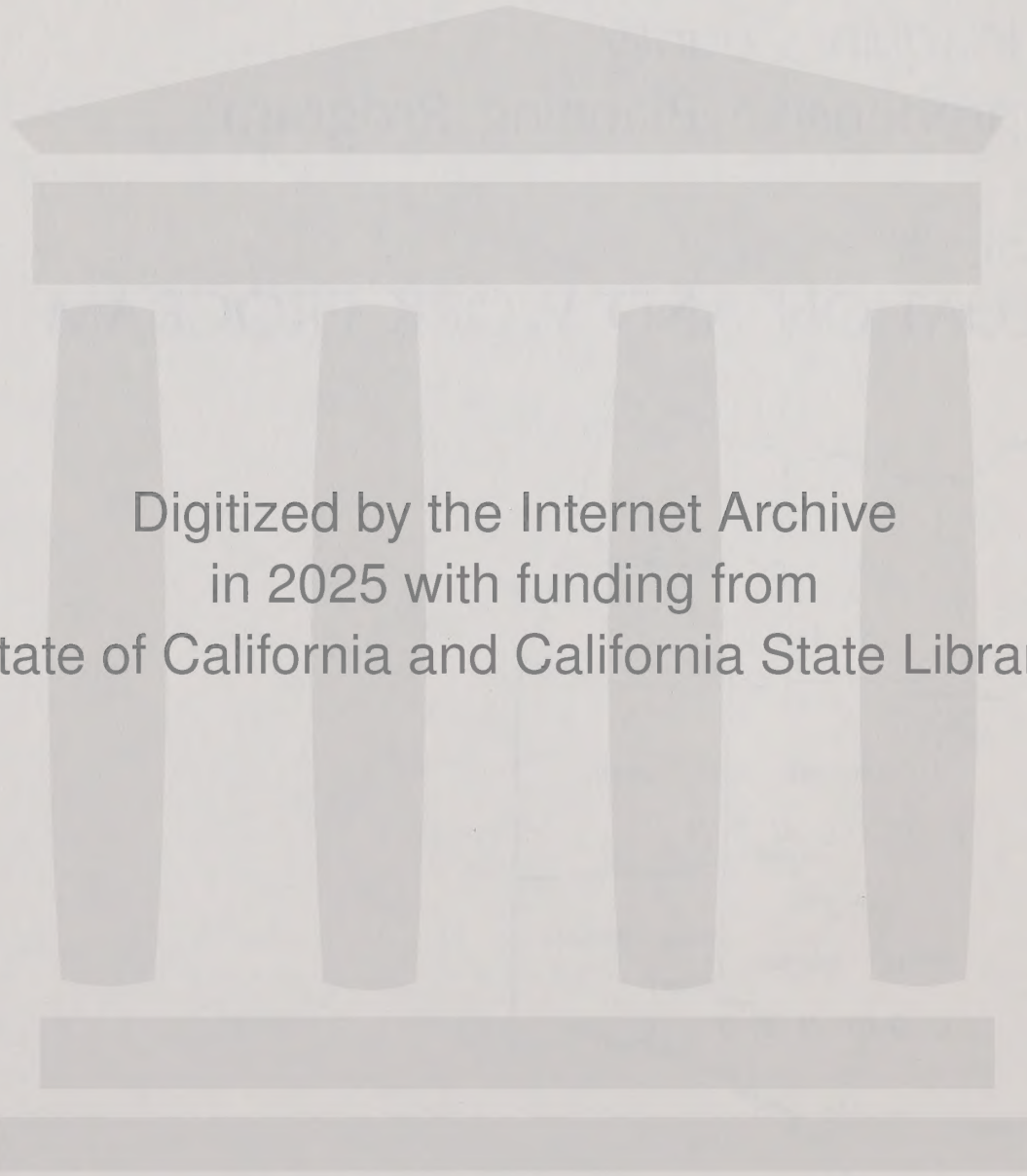


ADMINISTRATIVE DRAFT

San Joaquin County Comprehensive Planning Program

PHASE 1: EVALUATION AND WORK PROGRAM





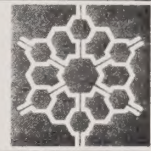
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Sedway Cooke Associates

Urban and Environmental
Planners and Designers

San Francisco Los Angeles



May 19, 1987

Mr. Chet Davisson, Director
Department of Planning &
Building Inspection
San Joaquin County
1810 E. Hazelton Av.
Stockton, CA 95201

Dear Mr. Davisson:

Attached is our report to your department presenting the results of our work on Phase I: Evaluation and Work Program, of the San Joaquin County Comprehensive Planning Program. This effort has included: an inventory of the current status of planning in the County; a survey of related programs; interviews and meetings with the Planning Commission and your planning staff, as well as key agencies and all cities in the county; an assessment of current conditions; a general projection of the forces of change for their planning implications; a review of the adequacy of existing planning instruments; and formulation and description of a full work program.

We have separated the work program into component parts. Additionally, we have distinguished between essential and desirable features of the proposed program, so that priorities can be established. The proposed effort would build upon the useful background and policy work already done over the past several years by the Planning staff. (We have appraised this work, and have determined that its value to the program, were it to be replicated, is approximately \$125,000.)

The work envisioned will result in several major products: a new comprehensive general plan and subarea plans; a new zoning ordinance; a new subdivision ordinance; new zoning maps; and a required environmental impact report. Various specific products dealing with subareas of the County, zoning maps, plan summaries, etc., also have been included for consideration.

Our firm looks forward to working with you, your staff, the Planning Commission, and the Board of Supervisors in the timely effort at preparing for the challenges of future growth in the County by effective planning and regulation.

Sincerely yours,

SEDWAY COOKE ASSOCIATES

A handwritten signature in dark ink, appearing to read "Paul H. Sedway". The signature is fluid and cursive, with a large, stylized initial "P" and "S".

Paul H. Sedway, AICP
Principal

Enclosures
PHS:rnv

SAN JOAQUIN COUNTY

COMPREHENSIVE PLANNING PROGRAM

PHASE I: EVALUATION AND WORK PROGRAM

Submitted to:

SAN JOAQUIN COUNTY
Department of Planning and Building Inspection
Stockton, California

By:

SEDWAY COOKE ASSOCIATES
Urban and Environmental Planners
San Francisco, California

May 1987

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I. INTRODUCTION AND SUMMARY

Introduction

San Joaquin County, California, is experiencing a set of development pressures unique in the state. Superimposed on this is a complex and complicated set of policies emanating from its constituent cities, a burgeoning economy, spillover influences from the San Francisco Bay Area, and proposed massive federal facilities. These influences and the needs for greater and more accurate guidance for public and private development actions have led to greater interest by the County in its planning program and instruments.

The County has embarked on a major effort to update and recast its General Plan, Zoning Ordinance, and Subdivision Ordinance. There is now considerable interest to complete this work as quickly as possible, incorporating the substantial work already done by County Planning staff in developing background materials and formulating development policies. At the same time, questions regarding the applicability of prior work to newly identified needs, new formats of the various instruments, and new external influences suggested a full reconnaissance of county and city programs, instruments, and agencies was necessary. The results of this work would be a fuller understanding of the needs of the County reflected in a detailed and coherent program for planning activities, suitable for direct translation into an adopted program of work for staff and consultants.

This report documents major planning issues and resulting needs; existing planning tools and instruments--their scope and adequacy; and concludes with a proposed planning program. The program sets forth a planning process with tasks, milestones, and duration; describes planning products, their format, publication, and distribution; suggests a planning organization with procedures, agency and public participation, and staff-consultant roles; and finally, proposes planning strategies, including ongoing planning efforts, adoption processes, monitoring, and administration. This Phase I report concludes with immediate actions and next steps toward development of a Comprehensive Planning Program, to be undertaken as Phase II.

Summary

San Joaquin County is in dramatic transition. Yet the physical changes it will soon experience are still barely visible, even though ultimate change will be profound. The declining role of agriculture in the County's economy will soon be offset by major increases in service, finance, insurance, and real estate activities. Unemployment remains, caused by secondary impacts of declining agriculture-related businesses, an increasing labor force, and population growth sparked by new employment opportunities. Hence, the County's shifting economy and population highlight the volatile forces which must be channeled to meet County planning goals.

Trends which flow from these fundamental changes include suburbanization, reduced transportation capacity, outdated infrastructure, new pressures on the Delta, and land use conflicts. The possible accommodation of the Superconducting Super Collider would exacerbate these trends. Resulting development issues are forcing and will continue to force the County to make key development choices.

The major instrument and foremost process to assist the County in this effort is a new General Plan and its formulation process, along with new implementing ordinances. The General Plan should help the County chart a course well into the 21st Century--if properly done. It will offer essential guidance in making decisions on land use, economic development, infrastructure development and financing, and natural resource conservation and management.

Legislative Requirements

State law requires that each city and county have an up-to-date General Plan, which now must include seven elements: land use, circulation, housing, conservation, open space, noise, and safety. These must make up an integrated, internally consistent, and compatible statement of policies. However, the level of detail need only correspond to local conditions and circumstances. The planning agency must coordinate with related organizations and citizens in preparing the plan, must hold hearings on the plan, and must refer it to cities within the county and to abutting counties (and cities). Finally, the Planning Commission and Board of Supervisors must adopt the plan.

The zoning and subdivision ordinances must be devised and/or modified to be consistent with the General Plan. The Planning Commission and Board of Supervisors again must hold hearings on them, and adopt them. The California Environmental Quality Act requires preparation of an EIR on the General Plan revision. If the zoning and subdivision ordinances are completed within approximately the same time frame, the same EIR can cover all the instruments.

Current Status of Plan and Ordinances

To determine whether San Joaquin County has a General Plan which is now useable and meets statutory requirements, an assessment was made. Review of the plan revealed that new development pressures already had prompted a revision process which has raised many important issues and has begun the effort to resolve them. Positive features of the plan include an integrated approach to elements, an informed awareness of the interrelationship among issues, and useful background materials--including maps and supporting data. The overall plan organization, on the whole, is relatively clear. Many elements also include clear directives for implementation. However, the existing General Plan also contains major flaws. There is a segmentation and duplication of issues and a wide variation in the manner in which materials are treated. There also is a confusing and inconsistent use of terms, such as "objectives," "policies," "actions," etc. Current element formats make the plan hard to follow. Some elements contain little or no guidance for long-term implementation, and very little guidance exists for making immediate major land use decisions.

The County Planning Department has undertaken to revise this 1976 General Plan in part by integrating the various elements into three major components: Community Development; Environmental Resources and Management; and Population and Housing. This effort is a largely successful attempt to consolidate, simplify, and integrate policies into a single, coherent document. The work provides a solid foundation for the further work which now must be completed--mainly to detail, interrelate, and provide locational specificity. Moreover, implementation policies and guidance for decision-making still are needed.

A general review of the various elements, as revised, reveals the following. The land use section requires treatment of existing and proposed land uses at the same scale, locational guidelines for the siting of public facilities, and land use policies which are far more detailed. The circulation section has yet to be revised; reliance remains on the work of COG. The housing section requires that assessment of housing needs be documented more specifically. The conservation section must deal with treatment of water, forests, rivers, and harbors, and it must be related to power generation, recreation demands, and resource supply; air quality policies should be strengthened; and maps dealing with sand and gravel and with other minerals are essential. In the open space section, agriculture discussion lacks mapping of lands, soil quality, and erosive conditions; and policies dealing with open space for production, recreation, and safety are needed, along with policies for historic preservation. Open space zoning standards, specifically required under state law, are missing. Noise section policies must be added. In the safety section, seismic and geologic evacuation routes, peak-load water supply, and road clearances are not yet prepared.

The new revision must include materials documenting internal consistency and conformance with adopted regional policies. Although a definitive finding on consistency is not possible, it is clear that many inconsistencies exist. Policies on growth in rural centers without consideration of infrastructure pose an obvious problem. Moreover, there appear to be inconsistencies between elements, such as goals to expand urban development centers and preserve agriculture.

Both the zoning and subdivision ordinances have been amended incessantly and require overhauls. The zoning ordinance is not "user-friendly;" self-guidance is not feasible. Standards are not available to implement the plan. Some provisions in the ordinance appear to be internally inconsistent. Recent state mandates, such as those dealing with hazardous materials, must be recognized. Specific issues need considerable work, such as standards dealing with commercial and industrial development.

The subdivision ordinance is more up-to-date than the zoning ordinance. However, the forthcoming study on public works standards will have to be incorporated.

Finally, a system must be devised to address infrastructure financing, and to assess the fiscal impacts of proposed developments.

Proposed Planning Program

The proposed planning program deals not only with the products, but especially with the process to be used and proposed to be institutionalized. It will deal with data collection, understanding and commitment to be generated, and flexibility and adaptability of the plan and the means by which future change can be reflected and effected. Additionally, the program has been devised to utilize the best skills of both staff and consultants. Of course, final products are important, but many of the most important results will be interim, such as memoranda, drafts, and progress reports. All material will be prepared so that it is easily included in the final document, thereby avoiding duplication of effort.

The planning program will attempt to prepare documents with the greatest internal consistency, the greatest public exposure, and the greatest efficiency in preparing and processing environmental documentation. The program is scheduled to last 13 months to public review drafts, and 24 months to the final products. Staff is scheduled to devote an additional 500 person-days, and will of course be overall manager of the effort. Consultant will devote approximately 820 person-days.

Agricultural zones will be revised and corresponding maps prepared and adopted separate from our work on the program. This will require some modifications.

The consultant's cost for the General Plan is approximately \$232,000; for the zoning ordinance, \$48,000; for the subdivision ordinance, \$24,000; for the EIR, \$41,000; for subarea plans, \$72,000; and for zoning maps, \$36,000. An economic subcontractor will cost \$35,000. Optional elements, not considered essential to the program but merely desirable, would cost about \$58,000.

The County has embarked upon an extraordinarily ambitious program, intended to result in approximately 60 separate documents, five of which are major instruments or sets of instruments for planning action--the General Plan, the Implementing Ordinances, the Environmental Impact Report, the Community Plans, and the Zoning Maps--and all of which must be interrelated. About 80 meetings will be held. Only with the most careful attention to internal coordination and the allocation of skilled managers, technicians, and production personnel can the program be successfully and expeditiously completed.

Given the major changes in store for the County, it should proceed as quickly as possible to launch this critical program, which, if done properly, will help the County to grow and at the same time to preserve and enhance its unique quality of life.

II. PLANNING ISSUES AND NEEDS

General Trends

One of California's original 27 counties, San Joaquin County encompasses approximately 1,440 square miles from the burgeoning Bay Area metropolis in the west to the scenic and sparsely-populated Sierra Nevada foothills to the east. The County has long been a prominent agricultural area. As evidence of this, the County consistently ranks among the state's top ten counties in gross farm receipts. Leading commodities include milk, grapes, tomatoes, almonds, and cattle. Approximately 760,000 acres of the County are devoted to agricultural activities, or about 84 percent of the County's total land area.

However, the County is in dramatic transition. Proximity to the San Francisco Bay Area, full use of the state's largest inland deepwater port, and the natural beauty and recreational opportunities of the Delta--have not gone unnoticed. Significant growth is expected in the coming years. Between 1980 and 1985, the County's population swelled by nearly 58,000, an increase of 17 percent. This growth is expected to continue. The Association of Bay Area Governments forecasts job formation rapidly outpacing housing development in the Bay Area. Hence, employees who cannot find or afford housing in the Bay Area will increasingly search beyond to Santa Cruz and San Joaquin counties, for example. Concurrently, industry has become increasingly attracted to the County's climate, transportation access, and reasonably priced land. Last year, San Joaquin County ranked among the state's top four counties in terms of new industrial complexes started.

While San Joaquin County is emerging as a major regional subcenter, with strong ties to Sacramento, the Bay Area, and the Valley trading areas, this growth has been accompanied by major changes in the County's economic base. Most significant is the declining role of agriculture in the economy. Total employment in the agricultural sector fell from 31 percent to 22 percent over the last 10 years. This shift has been associated with a recent diversification of the County's economic base. While agriculture, manufacturing and government are three sectors that will continue to provide large numbers of jobs for County residents, they will not be the growth sectors within the County's economy. New job growth is projected within the retail trade, services, finance, insurance, and real estate sectors. Services and retail trends, in particular, have increased in the percentage of County jobs. Two-thirds of all new jobs generated over the last five years have been in the "white collar" category.

Economic expansion in the County has been accompanied by a persistent unemployment problem. Despite the URSA Institute forecast of nearly 11,000 new jobs to be created by new and expanding businesses over the next five years, an additional 15,000 jobs will be required to reduce unemployment to 5 percent by 1990. Economic dislocation from agriculture-related businesses, increased labor force participation, and "excess" population growth sparked by the growing employment opportunities have contributed to rising unemployment. Over 2,500 jobs have been lost in agriculture-related businesses, nearly 20 percent of the total increase. The County's shifting economic base, projected population increases and industry expansion must be channeled in response to the County's emerging growth limits. Sewer system requirements, water-related constraints, and land availability for residential and commercial/industrial development will be central planning issues for the County in the decade ahead.

Forces for Change

Suburbanization. Nearly 80 percent of the County's population is located within the County's incorporated areas, principally the cities of Stockton, Lodi, and Manteca. This trend is consistent with the County/cities philosophy that urban development should occur within the cities. Nevertheless, the County still faces the issue of how to accommodate growth in its unincorporated urban and rural centers. These communities are typically without urban services. The expansion of urban development into "fringe areas" has created competition for land considered agriculturally productive. Thus, one of the challenges to be addressed by the County in the near future is agriculture's role in the economy and the balance the County should strike between agricultural production and urban development.

A corollary challenge arises over the type of development that should be promoted. On one hand, the County has witnessed its emergence as a "bedroom suburb" to the Bay Area. It is now common to see streams of motorists making the morning commute from the southern portion of the County to employment destinations in the Bay Area. But are there also opportunities to encourage economic growth within the County that will help reverse this trend, as well as alleviate the County's persistent unemployment and underemployment condition? The recent boom in industrial development is a major change from the traditional agricultural, food-processing dominated economy.

Transportation Capacity. Determination of these land use questions poses significant implications for the County's transportation system. Given the County's agricultural roots, most of the roadways were developed to rural standards. Recent growth has proven the inability of the road network to adequately accommodate the present number of motorists. Traffic projections to the year 2000 by the San Joaquin Council of Governments underscore the need to finance improvements on the state routes and freeways serving the County. Nevertheless, tight fiscal constraints have hampered local and county governments' efforts to improve the situation. To the extent that new investments can be made in the transportation system, these facilities will continue to be powerful forces in shaping the land use pattern. Because it provides access and mobility, and thereby greatly influences economic viability and/or visibility, the County's road network can shape, direct, and induce development.

Other Infrastructure Systems. Development of any type places demands on the County's infrastructure; that is, its water supply, wastewater treatment, drainage facilities, police and fire services, etc. The ability of the County to recognize these demands and implement the mechanisms to avoid severe shortages and deterioration in current service levels will invariably affect the quality of life--in the developing areas adjacent to existing cities and in the County's own unincorporated urban and rural centers. Certain indications suggest that rapid growth is already adversely affecting County residents. Of particular importance are water supply and water quality. San Joaquin Valley water users have been over-drafting groundwater supplies in recent years by 1.4 million acre-feet per year. This overdraft has caused saline waters to move into some portions of the groundwater basin, making the water unfit for consumption. Like many developing local economies in California, the County may deplete locally available water supplies and become dependent on imported water. Currently, the County is badly in need of additional surface water for urban and agricultural uses, but lacks the mechanisms to finance new facilities and services.

The Role of the Delta. The rich environment of San Joaquin County is its most valuable resource. Over 700,000 acres of agricultural land and 700 miles of inter-lacing waterways form the Sacramento-San Joaquin Delta. Four rivers, numerous creeks, and five various sized lakes are partially or entirely within the County. The relatively protected San Joaquin River and its tributaries threading their way through the Delta provide an unusually peaceful area of refreshing beauty and sustain many varieties of wildlife of commercial and recreational importance. The largest striped bass spawning grounds along the Pacific are located in the Delta. The channels of the Delta and other rivers of the County are used for navigation by small craft, and the deepwater channel is a commercial shipping lane, terminating at the Port of Stockton. The waterways are used extensively for boating, water-skiing, swimming, hunting, and fishing (an estimated 3 million angler days per year in the Delta). The foothills, agricultural land, and Delta support a variety of wildlife, including some rare and endangered species such as the kit-fox and short-nosed leopard lizard.

And yet, a large portion of the County's native and natural vegetation has been destroyed or removed for agricultural, urbanization, and recreational uses. The by-products of industrial and agricultural activities, particularly the accumulation of pesticides and "perched water" are worsening the San Joaquin River's already-poor water quality. Commercial and domestic dischargers exacerbate the problems as well as wastewater dumping from recreation boats, commercial ships, and the refueling of boats. Finally, the maintenance of deteriorating flood control levees along the waterways is another growing problem. Almost 75 percent of the Delta levees were privately constructed and adequate maintenance by land owners or reclamation districts is almost impossible. In addition, most of the land along the waterways is privately owned, limiting public access to the waterways and control over the use of the land.

Superconducting Super Collider. Another force for change in San Joaquin County is the proposed \$4 billion Superconducting Super Collider (SSC), the world's largest particle accelerator, possibly to be located near Stockton. The State of California is competing with six other states to house this high-energy physics facility. The proposed facility would be located on 4,000 acres of land in an undeveloped, agricultural area. Powerful magnets would be buried 20 feet underground in an oval-shaped diameter tunnel approximately 52 miles long. The SSC project would employ about 3,000 scientists and technicians located in a major research center and at four to six observation buildings scattered along the perimeter of the ring.

If constructed, the SSC facility would have significant immediate and long-term impacts on San Joaquin County. Immediate impacts would be felt in the construction and service sectors of the economy, with peak construction employing 20,000 workers. In the long term, indirect development associated with the project, such as housing for resident and visiting employees, and increased transportation, infrastructure, and public service requirements should be projected in local growth and land use plans. The role of agriculture in the regional economy remains a controversial matter.

Impacts of the SSC facility on water resources, and the handling and disposal of hazardous wastes will be fundamental issues for the County to address on a regional scale. Groundwater pumping would be the main source of water supply for the project, which would require about 2,500 acre-feet per year of water for industrial cooling, domestic and irrigation uses. Water supply and quality could be endangered by pumping activities or through disturbance of aquifers by tunneling activities. In

addition, experimental activities could create hazardous materials, including radioactive particles.

Development Choices. The County will be forced to make key development choices to accommodate increasing change and growth. Forces for change are of two kinds. First, there is an increasing demand on land for urban and residential development and on resources to support the expanded level of development. The kinds and extent of development permitted may change the nature of the County considerably. Secondly, the increasing impact of the by-products of development must be acknowledged. Any plan must recognize the sensitivity of the environment and address the preservation of environmental resources.

The Role of the General Plan and Implementing Ordinances

As the County Planning Department has so aptly stated:

The purpose of the General Plan, as required by State law, is to serve as a comprehensive, long-range plan for the development of the County. More precisely, it is the County's official position on development and resource management, stated as goals, policies, and action statements which are intended to provide the basis for consistent decision-making. It is a commitment to a course of action which will lead, through the years, toward a desirable physical, social, and economic environment for existing and future generations.

As described, this document will help the County chart its course into the 21st Century, offering guidance on land use, economic development, infrastructure phasing and financing, and environmental resource conservation and management. In particular, the General Plan is the vehicle for the County to articulate its views on the major policy issues identified above. It will enable the County to reach a balance between jobs and housing, between urban development and agricultural activities, between urban development and sensitive environmental resources, and between the rate of growth and the ability to serve that growth.

Importantly, the key implementation tools available to local jurisdictions (e.g., zoning, subdivision ordinances, specific plans, and capital improvements) must be consistent with policies contained in the General Plan. Through this consistency requirement, the General Plan can be said to have the "teeth" necessary to make a difference in the way development actually occurs. The following discussion offers a more detailed examination of these planning instruments.

General Plans. State statutes provide that each city and county must have a general plan.

Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning (Government Code Section 65300).

¹San Joaquin County, Planning Department, General Plan to 2005 - Report #2 to the Planning Commission.

A general plan must consist of a statement of development policies, a diagram or diagrams, and text containing objectives, principles, standards, and plan proposals (Government Code Section 65302). The plan must contain seven elements: land use, circulation, housing, conservation, open space, noise, and safety.

The contents of these elements are set forth in Section 65302, although two of the elements are covered by additional provisions in the state statutes. The open space element is described in more detail beginning at Section 65560, and the housing element is described beginning at Section 65580. Other optional elements also may be included to address issues of particular concern to a jurisdiction (Government Code Section 65303). An example of such an element is the County's Recreation Element.

The state law provides that the elements of the plan must make up an "... integrated, internally consistent and compatible statement of policies ..." (Government Code Section 65300.5). The format of the general plan, including combining all or some of the elements, is left to the local government (Government Code Section 65301(a)). Not all elements must be at the same level of detail; the level of detail can reflect local conditions and circumstances (Government Code Section 65301(c)).

The state requires that the local planning agency coordinate with organizations and citizens in the preparation of the plan (Government Code Section 65351). The draft plan also must be referred to cities within the county and to abutting cities and counties (Government Code Section 65352).

The planning commission must hold at least one public hearing on the proposed plan (Government Code Section 65353) and must approve the plan before transmitting it to the board of supervisors (Government Code Section 65354). The board of supervisors also must hold at least one public hearing on the proposed plan (Government Code Section 65355). The plan must be adopted by the board of supervisors by resolution (Government Code Section 65356).

Zoning Ordinance. Zoning ordinances generally regulate: height, bulk, placement, and other characteristics of structures within designated districts; uses which may take place within these same districts; and other matters relating to land uses that the local jurisdiction may want to include. They also establish procedures for such matters as variances and use permits. Zoning must bear a reasonable relationship to the public welfare and must be consistent with the general plan (Government Code Section 65860). Both of these requirements have been addressed in numerous legal decisions. A general rule for consistency is that the zoning ordinance is consistent if, considering all its aspects, it furthers the objectives and policies of the general plan and does not obstruct their attainment.

Local governments normally have considerable flexibility in how a zoning ordinance is organized and what types of regulations it contains. However, state statutes do provide specific guidance on such issues as variances (Sections 65906 and 65911), density bonuses (Sections 65915-65918), residential second units (Section 65852.2), mobile homes (Section 65852.3), day care homes (Health and Safety Code Sections 1596.78, 1597-45, and 1597.46), community care facilities (Health and Safety Code Section 1566.3), family care homes (Welfare and Institutions Code Section 5115), and other matters.

The planning commission must hold at least one hearing on a revised zoning ordinance (Government Code Section 65854) and make a recommendation to the board of supervisors (Government Code Section 65855). The board of supervisors also must hold at least one hearing on the zoning ordinance revision (Government Code Section 65856).

Subdivision Map Act. The Subdivision Map Act covers the division of land for the purpose of sale, lease, or financing (Government Code Sections 66410-66499.37). Generally, before property can be subdivided, a tentative map must be approved by the local government and a final map filed with the county recorder. Local governments are given the authority to regulate the design and improvement of subdivisions by adoption of a subdivision ordinance (Government Code Section 66411). A subdivision must be consistent with the general plan (Government Code Section 66473.5).

Local governments can impose conditions, such as requiring exactions, as part of the subdivision map approval process. This authority is based on the general language of the Map Act as well as provisions on specific types of dedications. There are numerous legal cases on the ability of a local government to impose conditions.

Other Regulatory Mechanisms. State statutes authorize local governments to prepare and adopt specific plans (Government Code Sections 65450-65457). Specific plans are designed to cover a portion of a local jurisdiction. They are intended to translate a local jurisdiction's broad policy goals and objectives, as set forth in the general plan, into implementable development standards, criteria, and regulations. They often combine zoning regulations, capital improvement programs, detailed development standards, and other regulatory systems into one document which can be tailored to meet the needs of the area.

State statutes also provide for development agreements between the local government and the developer (Government Code Sections 65864-65869.5). Development agreements are a relatively new concept in California planning law but have achieved widespread acceptance as a planning instrument. A development agreement is a contract between the local government and the developer which cannot be unilaterally modified. In return for giving up the ability to change its mind, the local agency may negotiate to have the developer construct improvements, provide public facilities or services, or provide other benefits which the local agency could not (or feels it could not) otherwise obtain. If the developer does not comply with the terms and conditions of the agreement, the local agency can terminate or modify the agreement.

Development Fees and Exactions. Exactions for subdivisions have been mentioned as part of the above discussion on the Subdivision Map Act. Development fees and exactions also can be imposed as part of other land development approval processes. For example, exactions can be imposed as a condition of a use permit, and a development fee can be imposed on the discretionary approval of any project. There are requirements, primarily explained in case law, which define the relationship between the fee and the impacts expected from the development. No fee or exaction can exceed the estimated reasonable cost of providing the service or facility for which the fee was imposed (Government Code Section 65959). Development fees and

¹California Office of Planning and Research, General Plan Guidelines, 1982.

exactions are becoming increasingly popular as a way to finance infrastructure for rapidly growing areas.

California Environmental Quality Act. The California Environmental Quality Act of 1970 (CEQA) applies to both private and public projects (Public Resources Code Sections 21000-21177). It requires the preparation of an Environmental Impact Report (EIR) on projects that may have a significant effect on the environment. A three-step approach is used to determine if an EIR is required. If it is clear that the project will not have a significant effect on the environment or if the project fits into a category of exempt projects, no further action is needed. If there is a possibility that the project may have a significant impact, an initial study is prepared by the public agency. If, as a result of the initial study, the agency determines that the project will not have a significant impact, the agency prepares a negative declaration. If the project may have a significant impact, a draft EIR must be prepared. This draft is circulated to the public and to agencies for review. The final EIR must contain responses to these comments.

CEQA contains specific requirements for approving projects that have significant environmental impacts. If economic, social, or other conditions make mitigating significant impacts on the environment infeasible, the project may be approved if the public agency makes a set of findings on its decision process.

An EIR is required for a general plan revision. If the zoning and subdivision ordinance revisions are completed within approximately the same time frame, one EIR can cover the plan and the ordinance revisions.

III. PLANNING EVALUATION

Introduction

This section of the report serves two important functions related to the process of updating and revising the San Joaquin County General Plan. The first is to assess generally the existing General Plan's usefulness as a tool for guiding both the Planning Commission and County staff in making day-to-day decisions about land use issues. This discussion focuses primarily on the plan's coherence and readability, its adequacy for guiding development, the efficacy of its implementation strategies, and the existing process for making amendments. The review is intended to identify those features of the existing General Plan that are valuable and should be incorporated into the new updated plan.

The second function is to determine whether the County's efforts thus far to update the existing plan meet the statutory requirements for a general plan included in Sections 65300, et seq., of the California Government Code. If the materials are not in compliance with these requirements, some effort will be required during Phase II to bring them into conformance. Since California law requires that all local land use decisions be made in conformance with a valid General Plan, an invalid or legally inadequate plan could make the County vulnerable to legal challenges on land use decisions. Such legal challenges can become a serious impediment to orderly development and can be costly, both in time and money.

Status of Existing General Plan

San Joaquin County's existing General Plan contains seven distinct elements. The majority of the elements date from the mid-1970's as indicated in Table III-1 below. Amendments have been minor and do not represent major modifications from the original text, policies, implementation actions, or maps.

Table III-1: General Plan Elements—Dates Adopted

<u>General Plan Element</u>	<u>Date Adopted by Board of Supervisors</u>
Land Use/Circulation Element	4/76, amended 9/86
Housing Element	2/87
Open Space/Conservation Element	6/73, amended 10/84
Noise Element	11/78
Recreation Element	6/66, amended 6/83
Safety/Seismic Safety Element	9/78
Scenic Highways Element	10/78
Library Element	1/65

Review of Existing Plan. The existing General Plan for the County, as adopted by the Board of Supervisors, is undergoing extensive revision and updating of information. A changing environment, new development pressures, and outdated data make the revision necessary. However, much useful information is contained in the elements. This evaluation of the existing General Plan is intended to be general and comprehensive in nature. Our purpose is to identify those aspects of content or form during Phase I which may prove useful to the revision work to be performed subsequently during Phase II.

Integrated Approach. One strength of the General Plan is its integration of elements. This is achieved through the combination of particular elements such as Open Space/Conservation and Land Use/Circulation. In addition, the Noise, Safety/Seismic Safety, and Open Space/Conservation elements present thorough discussions of the interrelationship among plan issues. Moreover, the existing General Plan achieves a close integration of text with graphics and maps throughout the elements. Some of the maps and graphics successfully clarify or supplement information presented in the text, such as in the Housing, Safety, and Noise elements. During Phase II, during which a substantive update of the Plan will occur, we will strive to maintain these features which emphasize an interrelated treatment of element areas.

Useful Background Material. A second strength of the General Plan is its supporting data which provide useful background material and extensive insight into the issues facing the County. Once updated, this information would be useful during Phase II efforts. Maps detailing the location and extent of current land uses and resources are essential in drafting an effective, comprehensive, and consistent policy plan. Maps found in the existing General Plan that should be incorporated in Phase II include: topography, soil classification, and waterways maps from the Land Use element; noise contour maps; geologic hazard maps; and vegetation maps from the Open Space element.

Additional supporting data that are useful from the existing General Plan include the documentation of employment trends by sectors of the economy in the Land Use/Circulation element; the description of existing programs in the Housing element; and well-developed criteria for route selection in the Scenic Highways element.

Organization. As a whole, the General Plan consists of separate elements but remains relatively clear in its overall organization. Elements are clearly marked and easy to locate and identify for review. However, there is a segmentation and duplication of element issues and a wide disparity in the presentation of materials. Confusing and inconsistent use of terms such as objective, policy, action, etc., and of element formats make the Plan difficult to comprehend and discourage continuity.

Directions for Implementation. Several elements detail clear directives for implementation of policy, delegating responsibility and programs to specific agencies. The Noise and Seismic Safety elements provide such guidance. The Housing element separates implementation policies into short-range (1-5 years) and long-range (over 5 years) actions. This kind of division among actions provides a clear indication of priority. Open Space/Conservation, by contrast, could be improved by making the proposed policies, studies, and guidelines more specific and indicating who should be responsible and when actions should be undertaken.

Status of Revision Materials

The County Planning Department is revising the 1976 adopted General Plan by integrating the required elements into three components: Community Development, Environmental Resources and Management, and Population and Housing. Community Development combines the Land Use and Circulation elements; Environmental Resources and Management contains the Open Space, Conservation, Safety, and Noise elements; Population and Housing encompasses the Housing element. Table III-2 shows the status of the revision materials in terms of whether they have been reviewed by the Planning Commission.

The purpose of the Plan reorganization is to consolidate, simplify, and integrate land use planning policies and efforts into a single, useable document. Each section will be accompanied by a technical appendix. As explained in the preceding section, combining elements is permitted by Government Code Section 65301. Where elements are combined, the document should include an explicit statement of how its contents relate to state planning requirements.

When considered as a whole, San Joaquin's General Plan has been organized to provide a relational base among the various elements. The General Plan revision materials propose a policy hierarchy of goals, policies, and actions. Within this, each section articulates assumptions of conditions which are expected to occur during the planning period and are the basis of the General Plan. In addition, each chapter is structured to discuss goals, background information, policies developed from the analysis of goals and background information, and implementation actions.

Content Review of Revision Materials. The General Plan revision materials are clearly structured and well-written. The issue areas address broad policy areas of significance to the County. However, specific directions or standards are lacking for many policy areas. In particular, while development policies articulate the County's goals, locational guidelines for the siting and distribution of the County's land uses are largely missing.

Implementation measures could be strengthened. Action statements rarely delegate responsibility, establish time frames or specify mechanisms for implementing policy. Finally, the General Plan is to establish the location and extent of appropriate land uses. However, the General Plan revision materials rely on existing zoning districts to determine appropriate uses. In fact, the zoning ordinance should serve to implement land use policy--not determine it.

The General Plan revision materials prepared by County staff have been reviewed for their compliance with state planning law. General comments are presented here; greater detailed explanations of our findings can be found in Appendix A.

Land Use. The land use section can be improved in several ways. First, existing land uses are not shown. The general distribution and location of both existing and proposed land uses should be detailed on comprehensive countywide maps. Second, locational guidelines for the siting of public facilities need to be included. Third, land use policies need to be strengthened in several areas with extent of uses identified for commercial and industrial uses and for fire and solid waste facilities.

Table III-2: General Plan Revision Materials--Current Status

<u>Issues</u>	<u>Reviewed by Planning Comm'n (date of draft)</u>	<u>Not Reviewed by Planning Comm'n (date of draft)</u>
I. Community Development		
a. County development policies	1/87 (adopted by BOS 1/87)	
b. residential development		8/15/86*
-- text		
-- policies	3/7/86	
c. commercial development		8/27/86*
-- text		
-- policies	12/23/86	
d. industrial development		10/1/86
-- text		
-- policies	7/11/86	
e. urban policies	2/10/86	
f. public services and facilities		
-- educational facilities text and policies		2/86
-- libraries text and policies		1/86
-- law enforcement text and policies		no date
-- fire protection text and policies		4/86
-- wastewater treatment and disposal text		4/7/86
-- solid waste management text and policies		7/23/86
II. Environmental Resources and Management		
a. agriculture/soil resources text and policies	reviewed	2/86
b. historic and cultural resources		
-- historic preservation text and policies		3/86
c. vegetation/wildlife/fish text		7/86 (incomplete)
d. flood hazards text and policies	(at Flood Con- trol for review 2/87)	6/86*
e. extractive resources text		4/7/86
f. air resources		
-- text		2/10/86
-- policies		3/20/86
III. Population and Housing		
a. housing element	1/87	

*for review by staff

Circulation. To be prepared during Phase II.

Housing. This element was completely revised in 1986 and is consistent with all statutory requirements. The assessment of housing needs could be strengthened by additional documentation of employment trends and projections by industry sectors.

Conservation. This section contains several inadequacies and omissions. The conservation, development, and utilization of water and hydraulic force, forests, rivers and other waters, and harbors are not discussed in relation to such uses as power generation, recreation, or natural resource supply. This work will need to be done during Phase II. Discussion of extractive resources and air quality are satisfactory, although air quality policies could be strengthened regarding agricultural uses. Maps indicating the general location of sand and gravel and other minerals should be attached.

Open Space. The environmental resources sections discussing open space for the preservation of vegetation and wildlife, historical and cultural resources, agriculture, and flood hazards are thorough, although policies could be strengthened. The agriculture section lacks a map detailing location, amounts, and ownership of lands, as well as soil quality and erosion characteristics. There is no discussion related to open space for production, recreation, and safety uses. Materials only cover fisheries, agriculture, and extractive resources. Policies regarding the preservation of historical resources, an inventory of open space lands and an action plan need to be prepared. Additionally, the open space sections are inadequate in their discussion of zoning standards for open space areas.

Noise. To be prepared during Phase II, although noise contours have been prepared for transportation sources.

Safety. The safety section is incomplete. Seismic and geologic hazards, evacuation routes, peakload water supply requirements, and road clearances have not yet been prepared.

Character Review of Revision Materials. A basic shortcoming which general plans must avoid is inconsistency. In Camp v. Board of Supervisors of Mendocino County, 123 Cal.App.3d 334, the court held that each part of the General Plan must be internally consistent and all parts must be mutually consistent. Inconsistency can take several forms. The various fundamental facets (e.g., goals, policies, implementation) of the plan can be inconsistent; elements of the plan (e.g., land use and circulation) can be mutually inconsistent with one another; the various sub-provisions constituting a single element may be internally inconsistent; and finally, the plan may be inconsistent with the zoning ordinance, subdivision regulations, capital improvements, or specific plans. Only a careful screening can identify all inconsistencies, for often, they are not blatant or explicit. For instance, it may be only the implications of a policy which are inconsistent with the implications of another policy.

There are several basic requirements beyond consistency. State law mandates that the general plan be comprehensive and long-range. It specifies that "taken together, the various parts of the plan comprise an integrated statement of policies." Finally, it specifies that the plan be so prepared that it may be adopted--i.e., that it be adoptable.

Another requirement is that local actions may be tested based not only on their impact on the welfare of the enacting community but upon the welfare of the surrounding region (Associated Home Builders of the Greater Eastbay, Inc. v. City of Livermore, 18 Cal.3d 582). While not explicitly required by state law, the threat of legal challenges will be reduced if the local general plan documents the extent to which its proposals conform to, or depart from, adopted regional plans, and acknowledges that this issue was considered.

The organizational format of the General Plan revision materials is successful in simplifying, eliminating duplication, and acknowledging the interrelationship between elements. The issue of consistency cannot be evaluated sufficiently at this time. A determination of consistency of goals, policy, and implementation of fundamental facets of the General Plan requires complete element information and, in particular, appropriate mapping as discussed above. A careful review of textual and map information is necessary to determine plan consistency.

Similarly, the consistency of plan sections with one another is not analyzed in detail. However, general goals and policy suggest inconsistency among various elements. For example, the County's goal to expand urban development centers conflicts with goals to preserve prime agricultural lands. In addition, the constraints of natural resources and the County's infrastructure are not linked directly and clearly to a process for expanded development. Increasing development while maintaining current service levels is not possible without standards and mechanisms to alleviate deterioration and finance new construction, particularly in the County's unincorporated urban and rural centers.

Status of Implementing Regulations

The overall status of the zoning and subdivision ordinances is that they have been amended many times (especially the zoning ordinance) since adoption and are in need of a major overhaul. The ordinances also need to be revised to correspond to revisions of the general plan.

Zoning Ordinance. The major issues facing the present zoning ordinance are described below.

Overall Structure. The overall structure of the ordinance is not especially user oriented. The user should be self-guided through the applicable provisions of the ordinance. More consistency in the level of detail is needed.

General Plan Consistency. The revised ordinance will need to reflect the land use categories and the numerous other provisions of the revised general plan. Standards and procedures must be adopted that will implement the general plan policies. The ordinance must carry out implementation measures of the plan.

Internal Consistency. The ordinance needs to be internally consistent in two respects. First, the provisions must mesh in implementing the general plan. One ordinance provision cannot further a general plan policy while another frustrates it. Second, provisions of the ordinance cannot conflict with one another.

Update. Numerous amendments to the ordinance have been made which lead to fragmentation of the ordinance in terms of style and substance. Also, changes should be made which bring the ordinance into conformity with current state legislation and implementation practice. Current planning efforts on hazardous material may need to be reflected in the zoning ordinance.

Substantive Issues. Issues such as parking and signs need considerable work. Other issues are expected to be identified during the initial detailed review of the ordinance. Other issues of current staff interest, such as planned development regulations, should be examined and already-drafted provisions should be reviewed and placed in a format consistent with the revised ordinance.

Guidance for Commercial and Industrial Development. The current ordinance does not offer adequate guidance for proposed commercial and industrial development. In particular, more discretionary review should be built into the ordinance in order to provide for attractive commercial and industrial settings while minimizing impacts on existing development. Development agreements should be considered for larger developments.

In summary, a completely revised zoning ordinance is required to implement the general plan and deal with the expected growth of San Joaquin County.

Subdivision Ordinance. The subdivision ordinance is more up to date and usable than the zoning ordinance. Changes are expected to focus on the issues described below.

Modern Standards. The results of the parallel study on public works standards should be incorporated into the subdivision regulations.

General Plan Consistency. The provisions of the subdivision ordinance should be reviewed to ensure that they carry out the provisions of the revised general plan.

Update. The subdivision ordinance should be reviewed to ensure that it complies with current state statutes and case law. Provisions on vesting tentative maps should be included.

Consistency with Zoning Ordinance. The procedures and substantive portions of the ordinance must be coordinated with the provisions of the zoning ordinance. Combining the two into a land development ordinance should be analyzed.

In summary, a major revision may be necessary, especially if the zoning and subdivision ordinances are combined into an integrated land development code.

Infrastructure Finance

In addition to the above issues related directly to the zoning and subdivision ordinance, infrastructure finance must be addressed immediately. A system is needed to analyze the fiscal impacts of proposed development. As part of this effort, an equitable method of financing the needed infrastructure must be provided.

Planning Relationships

There is general consensus among most agencies in the county that County planning has been sound and responsive to perceived needs. There is also agreement that local and County planning staffs generally work well together. However, each agency and city has its own particular needs and programs which must be considered. The following is a more detailed review of these conditions, which have an obvious bearing on the proposed County planning program.

County Agencies. The County Department of Public Works is embarking on a major

study to define new development standards--an obvious interface with the planning function since all planning permits also come to Public Works for review. DPW contends they would like more clarity, consistency and comprehensiveness of County planning policy, as well as locational details. They also have special concerns regarding the amount of their input into these policies as well as the need for a more adequate traffic circulation element and map. Existing development review procedures need to be more streamlined, according to DPW. Also, the varied procedures have gotten too numerous for comprehension by some applicants. Public Works find the ordinances hard to use, although close coordination with the Planning Department and their participation on the Urban Development Coordination Committee assists in implementation.

The County Counsel's Office has an immediate interest in the program due to recent and current litigation involving the General Plan; at least three lawsuits are pending resolution. The Office finds the General Plan "ambiguous," with many terms appearing to allow for a wide range of interpretations. The zoning ordinance, according to them, is disorganized, inconsistent and incomplete. A particular problem is the dispersion of regulations dealing with one subject, or repetition throughout the ordinance. (This could be handled were there more suitable cross-referencing.) These ambiguities, according to the Office, lead often to differing administrative decisions by the Planning Department's counter personnel at different times. Definitions are also considered to be poor; however, procedures are found to be generally sound and relatively efficient. Differences in terms and interpretations with city ordinances also create needless difficulty.

The County Parks and Recreation Department has limited contact with Planning. Since there are no plans at present for expansion of the recreation system, the general plan is not often consulted by the agency. With a current inventory of approximately 1,000 acres of parks, of which about one-half are undeveloped, the agency is not now seeking further acquisitions. One area of contact, however is with regard to the subdivision ordinance and related parks dedication procedures. Yet, even here, the agency seeks to secure only "local" and not "regional" parks. This gap should be filled. The Parks Department believes the General Plan could include more specific policies with regard to maintaining the regional system and identifying responsibilities of other agencies (cities, districts, state agencies, etc.) with regard to parks in the County. These responsibilities, according to Parks, could be located in a Parks and Recreation Element.

According to the Parks agency, it is "pulling out of the Delta," which has only a few small park sites, with only small portions of even these developed. If a projection of recreation needs were to show major County-level demand for Delta recreation, such a posture might have to be revised.

The Council of Governments functions predominantly as a regional transportation agency, but also includes programs to foster county-cities coordination. The COG also serves as the Airport Land Use Commission, although airport activity is not yet increasing dramatically. COG also does the STIP and some port-related activity, but its major recent focus has been on financing of infrastructure. The potential abandonment of some rail lines due to the Santa Fe-Southern Pacific merger is also a concern. COG has been working on the Regional Transportation Plan, including transit, highways and transportation systems management elements. Also to be covered will be inter-city travel, aviation and financing. Adoption is expected in April. According to COG no "internal jurisdiction" streets are covered, but only major county-level roads. This would seem to provide basic components for further

County transportation planning. The staff is now undertaking regional transportation modeling based on the Caltrans model. The population and travel assumptions also are under reconsideration, due to new growth trends and other forces. (The County Land Use element has been used for this in the past.) Among other studies by COG are two corridor studies (West Lane/Hutchins Street and Eight Mile Road), as well as two freeway studies (I-205 and Highway 120).

There are several semi-autonomous agencies related to the County planning function. In particular, the County Environmental Health District is involved with issues relating to water and air quality, and has begun to get involved with toxic waste management relating to industrial activities in the County. The District staff attends all Planning Commission meetings to advise and secure information. It has indicated special interest in means by which new development can be evaluated in advance of operations to ensure it will meet County standards (e.g., by performance standards in the revised zoning ordinance).

There are about 180 special districts in the County providing various kinds of urban services. Very few appear to have any notable planning function or physical development policies, although the County Health, Sanitary, and Water districts do have such responsibilities.

Cities' Planning Programs. Planning by the six cities in the County is largely independent of the County planning function. The County's program impacts these predominantly upon annexation, whereupon the cities typically take the lead role in assessing new projects which wish to utilize city services. There have been relatively few situations involving controversial projects proposed to, and approved by, the County in the environs of the cities. County planning staff has generally avoided encouraging or welcoming proposed projects which may compete with, or impact adversely upon, the planning policies of the cities.

Each city has a visible and viable planning program. These will have significance for the County insofar as results lead to modified policies and spheres of interest.

Stockton has been confronted by a potent growth management movement, and has also been forced to review various projects exempted for various reasons from the restrictions. The city recently developed a circulation plan, and acknowledges that projections for traffic, particularly on I-5 at rush hours, are ominous. Stockton has sought to have its general plan conform to the County's in many respects. However, because of developments of regional impact including the airport and a proposed regional shopping center at Eight Mile Road and I-5, it has come into possible conflict with the County. Local growth management initiatives, and sewer and water constraints also have complicated its local planning effort. In particular, Stockton's Measure A now requires that any proposal in what had been designated as a "Municipal Land Reserve" be put to a vote of the electorate.

Tracy, the city in the county closest to the San Francisco Bay Area, has begun to experience significant development pressures, and appears to have a potential for planning conflict with the County, whom it perceives as seeking to urbanize surrounding open areas. The city is informed by the County whenever a proposal is made within the City's sphere of influence or postal area; however, no clearcut agreement has been made regarding an urban limit line. Tracy is also pursuing a limited growth management program curtailing the number of sewer hook-ups, with development approved consistently with the Tracy Residential Area Plan, covering the central area of the city. Another specific plan is underway in the I-205 area

financed by private developers but contracted for by the city. Although the plan covers county jurisdiction, there is not yet any major County planning involvement.

The City of Manteca also has a major planning effort underway, prompted in part by a recent increase in development proposals. The City Council is seeking to expand its sphere of influence, while some "managed-growth" sentiment also has emerged in the city. The city has prepared a downtown redevelopment plan, approved in 1986, accommodating further internal growth; however, the city also is under a development moratorium, based in part on limited sewer capacity and pending increased capacity. The limits have been based on the number of new sewer hookups allowable by type of land use. All this has led to significant interest in the current general plan program, with public hearing dates already set several months ahead.

Manteca seems concerned about County-approved development near its boundaries which may be served by septic tanks, possibly leading to groundwater pollution and toxic waste hazards. It also has identified conflicts in divergent approval policies, with the County allegedly being more permissive than the City on the city's urban fringe. Hence, Manteca contends its sphere should be expanded, perhaps to the river on the west. Part of this interest is based also on economic projections included in the strategic plan commissioned by the County. It is possible that the community of Lathrop, on its west, could incorporate in the near future. Residents are examining the financial feasibility of doing so, with the participation of LAFCO.

There are many Williamson Act contracts on the South, East and North of Manteca, although to the west arability of land is poor. Development pressures on the east are expected from the Superconducting Super Collider--if it is located there. Current constraints to growth are being confronted with traffic improvements and services plans; however, significant road improvements, particularly along I-205 are still needed. The city believes that the County zoning ordinance must reconsider lot sizes in its rural districts. However, it is anticipated that the County will require annexation to the city anywhere within approximately one-half mile of the city boundary as a precondition to development.

The City of Lodi also has a recently-launched General Plan program, with revision of all elements, including the housing element and a new growth management element. Special planning attention also is being given to the east side of town, where there is a gradual transition to multi-family dwelling use. A relatively stringent no-growth policy has been in effect citywide, with new development permitted only by a vote of the electorate. This limit was recently declared invalid at the superior court level and is now on appeal. Hence, a major focus has shifted to growth management, with a special committee in existence to deal with this. The city has accommodated considerable industrial development, including a \$32 million addition to the General Mills facility, which now employs close to 1,000 persons. Major limits on growth remain water, sewer, storm drainage and traffic problems, similar to those confronting most of the county.

The City of Ripon just completed drafting a new general plan, submitted to the Council on March 17; it is set for public hearing on April 7. Proposals have been made to amplify the current plan. The new plan seeks to expand the urbanized area to approximately twice its current size, with a large industrial-commercial reserve proposed to the north, along Highway 99. Apparent gaps exist in implementation, noise control, and housing policy. Extensions on completion dates have been received from the State Office of Planning and Research, which has approved the current draft as a temporary document; the extension for adoption expires in June. Among

the greater-than-local issues which need to be addressed are a proposed co-generation plant proposed by the Simpson Paper Company, which must receive permits for air quality impacts.

Escalon is not experiencing the same intensity of growth pressure as the other cities; perhaps because it is not on a major travel corridor and is more distant from the San Francisco Bay Area. Major limits are imposed here by utilities and services, particularly water. However, were the Superconducting Super Collider to locate in the County, one scenario suggests use of the Escalon sewer and water facilities, particularly if there were a "campus" near Escalon (but this is now likely to be moved further west). The city has begun its own general plan revision, is now complete except for the housing and noise elements. Similarly, it also has a growth management ordinance, adopted in 1979 and revised in 1986, which permits a maximum of 75 new dwelling units per year and a maximum of 10 in a single month; however, these limits have not yet been reached. The city has good relations with the County, which provides supporting staff under some circumstances, and also provides graphic assistance. No significant boundary pressures exist, and no conflicts with the County in the City environs area are evident.

Program Implications. The diverse planning programs underway in the Cities and County agencies alone make a strong case for positive County policy response and the setting of a County framework within which related programs can be pursued. They also demand consideration in terms of their implications for the County program. Conversely, it is clear that the County General Plan revision can assist each City and each County agency to determine the realism and accuracy of their own projections and policies. Local planning needs still sought to be met are policies, hopefully to be developed by the County with regard to its Safety Element, as well as specific policies by the County and COG regarding County roads, interchanges and overpasses.

The level of development activity, particularly in new residential development and the possible arrival of the Super Collider also suggest that the County be prepared to deal with development likely to ensue, not only in spillover from the Bay Area, but also as a likely result of future nonresidential growth in the County.

As in most California counties, San Joaquin County's cities are each dealing with problems in their own unique way. The County has a special opportunity, and perhaps even a responsibility, to provide models and directions for these cities, not as a "superior" or higher-level entity but simply as a counterpart agency with the advantage of a broader overview of the activities of all planning agencies in the County. Similarly, the County--with its close relationships to COG and LAFCO--should be prepared to help coordinate related planning activities.

Overall, it is unusual to find such close and amicable relationships among all the jurisdictions and agencies in a county. Nothing in the comprehensive planning program should upset this special accord and everything should be done to capitalize upon it.

IV. PROPOSED PLANNING PROGRAM

The Planning Program

Program Scope. The planning program proposed for the County seeks to provide comprehensiveness in subject and area, guidance in decision-making and responsiveness to current and future conditions. Simply focusing on products to be prepared would be of limited value; the true impact of any planning program is in the actual process of plan formulation: the information, insights, understanding, and commitment generated. For instance, the work already completed by Planning staff gains much value from the process by which it was prepared; the education, participation, and communication which it engendered among participants will be of lasting value. Yet there are still some special requirements which must be met from legal and planning standpoints, including consistency among plan elements and between the General Plan and regulations, the consistency of community and sub-area plans with planning policy, and the necessity for staff, commission, and board review.

Overall, the criteria which dictate the scope and character of the proposed work program are as follows:

1. The program must utilize the substantial work already completed.
2. The program must be comprehensive so that all aspects are covered and the full range of potential problems and opportunities are addressed.
3. The program must be internally consistent, necessitating constant awareness of proposals on all aspects of the program.
4. The program should allow input from all interested and involved parties and hence, possibility for modification should be built in.
5. The program should be directed ultimately toward the needs of County staff and decision-makers: the commission and board, as well as other County agencies.
6. The program should be designed so that results are "packaged" well, in order for readers to get a clearer idea of content.
7. The program should constantly recognize the need for effective implementation, with each proposal considered in terms of how it will be carried out.
8. The program should be reflected in an open process, with regular reporting to staff and commission.
9. The program should recognize each major provision of the state law and other legal and institutional constraints, and should be cognizant of new administrative guidelines.
10. The program should provide a sound legacy of a useful data base and of easily modifiable instruments, amenable to both amendments and revisions which will invariably be necessary.
11. The program be developed in a form which can be monitored.

12. The program be integrated with continuing planning staff work.

Based on these criteria, 15 major task groups are proposed:

1. Work Program Refinement
2. Contract Administration
3. Growth Projections
4. Transportation
5. Initial Ordinance Development
6. Community Development
7. Environmental Resources & Management
8. Plan Implementation
9. Implementing Ordinances
10. Final Administrative Draft
11. Planning Commission Review Draft
12. Public Review Draft
13. Public Review
14. Adoption Process
15. Publication and Distribution

A detailed work program is presented in Appendix C. The work program has been structured according to these distinct portions of work, ensuring that they are reflected in identifiable segments of the final General Plan and ordinances (see Figure 1 at the end of this section). At key junctures, memoranda are produced for communication purposes, while for major reports, administrative drafts and final drafts are produced (see Table IV-1 at the end of this section). This will ensure that the materials which result from the program are carefully reviewed in advance by knowledgeable persons.

Planning Products. Three different kinds of documents are slated to be prepared during the program: memoranda; draft reports; and final reports. Each of these serves a different function, and hence has a different character and appearance. The products are submitted at increasing levels of finished form. The memorandum is intended to provide information on subtasks, to the extent necessary. However, it is not the intent of the program to prepare memoranda as substitutes for progress reports. Rather, they will be used only when some critical decision-point has been reached. The major focus will be on the various drafts of component parts of the General Plan and the ordinances.

Prior to the distribution of the documents for public review, County staff and Planning Commissioners would be presented with six memoranda, and 13 administrative drafts of portions of the plan and regulatory instruments. The intent of this intensive review is to ensure that the policies, guidelines, and standards best reflect the County's desires. A list of these interim products is presented below.

- | | |
|-----------------------|---|
| Memoranda: | <ol style="list-style-type: none">1. Revised Work Program2. Description of General Plan Organization and Definition of Different Types of County Subareas3. Growth Scenarios4. Alternative Land Use Patterns (including maps)5. Initial Approach, Outline, and Format of Implementing Ordinances6. Refined Approach, Outline, and Format of Implementing Ordinances |
| Administrative Drafts | <ol style="list-style-type: none">1. Transportation chapter2. Land use chapter3. Public services and facilities chapter4. Land use/circulation policy diagram5. Public safety chapters6. Environmental resource chapters7. Plan implementation chapter8. Zoning procedure9. Subdivision regulations10. Zoning use matrix11. District and development regulations12. Complete Draft General Plan and EIR13. Complete Draft Zoning/Subdivision Ordinances |

Most administrative drafts will be reviewed with staff and the Planning Commission. Per staff's recommendations, the following number of copies will be delivered: seven copies of each memorandum (memoranda #1-6); 15 copies of administrative drafts #1-11; and 25 copies of administrative drafts #12 and #13 for staff and Planning Commission review.

A desirable option for consideration is the preparation of a summary document. This may be used to summarize each of the documents: the General Plan; the zoning and subdivision ordinances; and the environmental impact report. In this way, it can be used as a means for fostering interest in the program during the adoption process. An alternate function is to provide a readable and succinct version of the instruments after they are finally adopted. Staff would be provided with 15 copies for review. Following receipt of comments, 25 revised versions would be provided to the Planning Commission. To ensure widespread publicity of the planning documents, at least 700 copies of the summary should be printed.

The final planning documents will of course be in a form and format specified by the County and may be authored by it. Per staff's recommendations, 300 copies of proposed and final plan and 100 copies of the proposed and final implementing ordinances will be printed. Prior to this point, other documents, including drafts and memoranda, may be identified as the work of the consultant and staff.

Time Frame. The rationale for the timing and duration of the work tasks is the concurrent pursuit of the General Plan, implementing ordinances, zoning maps, and environmental impact report. This timing was determined in order to convey fully the implications of the plan to the general public, although it will require a more concentrated effort on the part of both consultants and staff over the 23-month period of work. It has been assumed that the adoption of all of these instruments also will take place concurrently, although this will require that separate hearings be held on each, and may extend the adoption process. If adoption becomes unduly extended, it could become desirable to adopt the General Plan and the zoning text, prior to the adoption of all zoning maps. This could legitimately be done, since it may be essential to defer actions on specific zoning boundaries pending detailed investigations of localized conditions by Planning Department staff, but the basic nature of zoning proposals will have been conveyed.

Program Organization

The consultant will coordinate primarily with the Department of Planning and Building Inspection in the gathering of information and data for the production of the plan, implementing ordinances, and environmental impact report (EIR). The County Planning staff is expected to have a major role in preparing substantive sections, as well as reviewing and commenting on the consultant's work. Staff has programmed at least 500 person days for Phase II. Other County departments and special districts, as well as the Local Agency Formation Commission and the San Joaquin Council of Governments (COG), will be consulted as appropriate. The consultant will make direct contact with the city staffs during the information gathering phase. The Department of Planning and Building Inspection will designate one person to act as the liaison with the consultant and coordinate staff, Planning Commission, Board of Supervisors, and public review.

Table IV-1 indicates those tasks in which county staff will be involved. The precise nature of such input will be determined as the need becomes clear. However, it is anticipated that the generic tasks will include: compilation of prior data; program logistics; review of documents; scheduling of meetings; etc. No major substantive responsibility is included.

The basic approach on review of material will be for the consultant to submit administrative drafts of the components of the plan and ordinances to the County staff and

then the Planning Commission for review. The components will be assembled into a complete draft of the plan and the ordinances. The complete drafts, together with the draft EIR, will be reviewed by the staff and the Planning Commission. The Zoning Committee of the Planning Commission will review selected products of the ordinance revision effort.

The Urban Development Coordinating Committee will review selected materials as provided to them by the Planning staff. The Technical Advisory Committee of the COG will meet several times to review selected materials. The Planning Commission and Board of Supervisors will approve the draft plan, ordinances, and EIR before they are presented to the public and other agencies in the form of public review drafts.

Before the documents are distributed to the public for review, 19 meetings are proposed with the Planning Commission, three with the Technical Advisory Committee, three with the Urban Development Coordinating Committee, and one with the Board of Supervisors, as well as community meetings to discuss local land use and zoning proposals.

The public review drafts will be presented to the following community organizations for comment:

Thornton:	Thornton Municipal Advisory Council
Lockeford:	Lockeford Community Services District
Linden:	Linden Municipal Advisory Council Linden County Water District
Lathrop:	Lathrop Municipal Advisory Council Lathrop County Water District
French Camp:	French Camp Municipal Advisory Council

The public review draft will be distributed to all cities and will be presented in other areas of the County as well. The public review drafts also will be subject to at least one public hearing before the Planning Commission and one before the Board of Supervisors; these hearings will cover all aspects of the plan, ordinances, and EIR.

SAN JOAQUIN COUNTY COMPREHENSIVE PLANNING PROGRAM

Work Program/Schedule

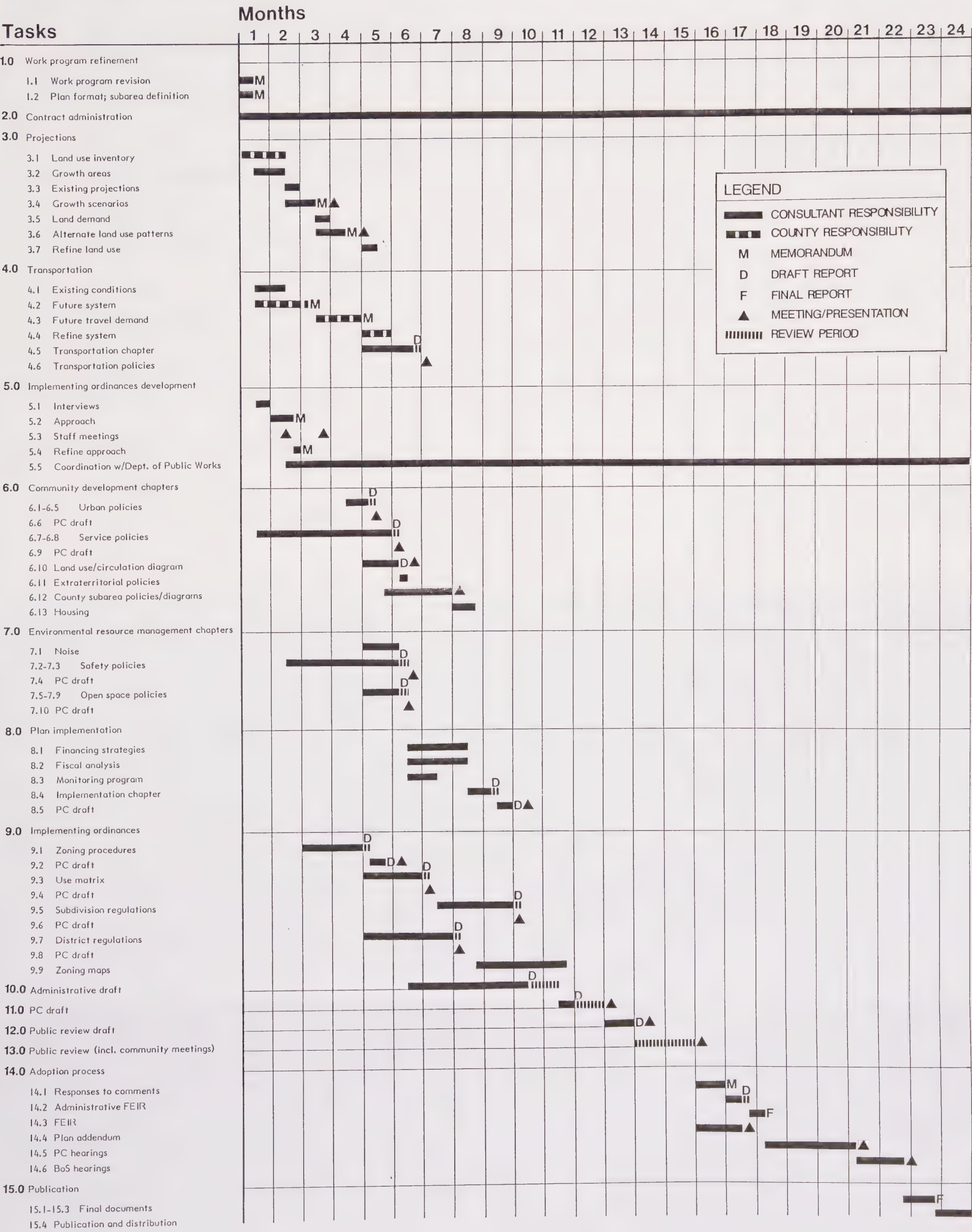


Table IV-1: San Joaquin County Comprehensive Planning Program Preliminary List of Tasks

Tasks	Meetings*	Products*	Timing (Month #)	Consultant Level of Effort		County Staff Involvement*
				Person-Days		
				Essential	Desirable	
1.0 Refinement and Revision of Work Program						
1.1		M1	1	2		
1.2		M2	1	<u>3</u>		x
				5		
2.0 Contract Administration						
2.1			1-24	17		
2.2		M	1-24	<u>4.5</u>		
				21.5		
3.0 Population, Employment, and Land Use Projections						
3.1			1-2			x
3.2			1-2	10		x
3.3			2	5		x

*See notes at the end of the table.

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort Person-Days		County Staff Involvement
				Essential	Desirable	
3.4 Construct growth scenarios	TAC,PC	M3	2-3	12		x
3.5 Determine land demand (in acres)			3	5		
3.6 Examine three alternative land use patterns, allocating growth to traffic zones	TAC,PC	M4	3-4	26		x
3.7 Refine land use patterns			5	<u>10</u>		
				68		
4.0 Transportation System						
4.1 Describe existing system and its operating characteristics			1-2	10		
4.2 Construct future system based on COG proposals		M	1-3	3		COG
4.3 Project and assign future travel demand		M	3-5	5		COG
4.4 Refine transportation network			5	2		COG
4.5 Draft transportation chapter for staff		DI	5-6	15		x
4.6 Review transportation chapter with PC	PC		5-6	<u>1</u>		
				36		

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort Person-Days		County Staff Involvement
				Essential	Desirable	
5.0 Initial Development of Implementing Ordinances						
5.1 Interview staff and analyze existing ordinances			1	2.5		x
5.2 Develop approach, outline, and format		M5	2	5		
5.3 Coordinate with County	ZS,UDCC		2	2		x
5.4 Refine approach, outline, and format		M6	2	5		
5.5 Coordinate with Public Works' consultant			2-24	<u>6</u>		x
				20.5		
6.0 Community Development Chapters						
6.1 <u>Urban</u> : strengthen policies			5	1	1	
6.2 <u>Residential</u> : refine basis for policy; strengthen locational policies			5	1	1.5	
6.3 <u>Commercial</u> : prepare policies on extent of commerce			5	1	1	
6.4 <u>Industrial</u> : complete basis for policy; prepare policies on location and extent of industry			5	2	1	
6.5 Prepare interim admn. draft of 6.1-6.4 for staff		D2	5	3.5		x
6.6 Review interim admn. draft of 6.1-6.4 with PC	PC		5	1		

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort Person-Days		County Staff Involvement
				Essential	Desirable	
6.7 <u>Public services and facilities:</u>			1-6			
- Fire protection: strengthen policies, prepare locational, distribution, and extent policies			4-5	1	1	
- Law Enforcement: same as fire protection			4-5	1	1	
- Wastewater: refine basis for policy, prepare policies			1-4	2.5	1	
- Water: prepare basis for policy and policies			1-4	9		
- Drainage: prepare basis for policy and policies			5	5		
- Educational: update basis for policy, strengthen policies, prepare locational policies			5	2	2	
- Solid waste: strengthen policies; prepare locational, distribution, and extent policies			5	1.5	1	
- Libraries: prepare policies			5	1.5		
- Power transmission corridor policies			5	2		
6.8 Prepare interim admn. draft of 6.7 for staff		D3	5	5		x
6.9 Review interim admn. draft of 6.7 with PC	PC, WDCC		5	1		

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort		County Staff Involvement
				Person-Days		
				Essential	Desirable	
6.10 Prepare countywide land use/circulation policy diagram	PC	D4	5-6	7		x
6.11 Prepare policies relating to areas outside the County's boundaries			6	2		
6.12 Draft policies and land use diagrams for County subareas:			5-7	135		x
Stockton	2	D				x
French Camp	1	D				x
Lodi/Woodbridge/Henderson Village	1	D				x
Acampo/Coopers Corner (by Co.)						x
Tracy/Valpico	2	D				x
Banta (by Co.)						x
Manteca	1	D				x
Ripon	1	D				x
Escalon	1	D				x
Lathrop	1	D				x
Linden (by Co.)						x
Lockeford	1	D				x
Thornton	1	D				x
Victor (by Co.)						x
Clements	1	D				x
Farmington (by Co.)						x
Morada	1	D				x
Collierville	1	D				x
6.13 Modify housing element, as needed			8	7	—	x
				192	10.5	

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort		County Staff Involvement
				Person-Days		
				Essential	Desirable	
7.0 Environmental Resources and Management Chapters						
7.1 Noise: incorporate existing basis for policy, modify noise contours to reflect future traffic, as needed, update contours of other noise sources			5-6.1	7	consultant	
7.2 Safety:						
- Geologic and seismic: incorporate existing basis for policy, update as needed, incorporate policies			2-3	10		
- Flood hazards: update basis for policy			3	1	2.5	
- Hazardous materials: prepare basis for policy and policies			3-4	12	consultant	
- Emergency preparedness: prepare basis for policy and policies, including evacuation routes, peak water flow requirements, interagency coordination			4-5	12		
- Airport safety: prepare basis for policy and policies				6		
7.3 Prepare interim admn. draft of 7.1-7.2 for staff		D5	5-6	11		x
7.4 Review interim admn. draft of 7.1-7.2 with PC	PC		5-6	1		

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort		County Staff Involvement
				Person-Days		
				Essential	Desirable	
7.5 <u>Open space/conservation:</u> inventory open space and prepare action program			1-3	10		
- Agriculture: strengthen policies			1-2	0.5	1	
- Water resources: prepare basis for policy and policies			1-3	15		x
- Extractive resources: update basis for policy, prepare policies			4	1.5	2	
- Vegetation/wildlife/fish: prepare policies, incorporate Delta Plan			4-5	6		x
- Air resources: update basis for policy, strengthen policies			4	1	1	
7.6 Historic resources: strengthen policies			5	1	1	
7.7 Recreation: prepare basis for policy and policies			4-5	10		x
7.8 Energy conservation: prepare basis for policy and policies			5		3	
7.9 Prepare interim admn. draft of 7.5-7.8 for staff		D6	5-6	6		x
7.10 Review interim admn. draft of 7.5-7.8 with PC	PC		5-6	<u>1</u>	—	
				112	10.5	

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort Person-Days		County Staff Involvement
				Essential	Desirable	
8.0 Plan Implementation						
8.1 Prepare financing strategies			6-8	7 + consultant		x
8.2 Assess fiscal implications of policies			6-8			
8.3 Prepare program to monitor land use/population/employment changes			6-7	11		
8.4 Prepare interim admn. draft of 8.1-8.3 for staff		D7a	8-9	3		x
8.5 Prepare interim admn. draft of 8.1-8.3 for PC	PC	D7b	9-10	<u>4</u>		
				25		
9.0 Development of Implementing Ordinances						
9.1 Prepare interim admn. draft of zoning procedures for staff		D8	3-5	14		x
9.2 Prepare interim admn. draft of zoning procedures for PC	PC	D8	5	1		
9.3 Prepare interim admn. draft of use matrix for staff		D9	5-7	3.5		x
9.4 Review interim admn. draft of use matrix with PC	PC		7	1		

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort Person-Days		County Staff Involvement
				Essential	Desirable	
9.5 Prepare interim admn. draft of subdivision regulations for staff		D9	7-10	25		x
9.6 Review interim admn. draft of subdivision regulations with PC	PC		10	1		
9.7 Prepare interim admn. draft of district and development regulations for staff		D11	5-8	25		x
9.8 Review interim admn. draft of district and development regulations with PC	PC		8	1		
9.9 Prepare interim admn. zoning maps:		x	8-11	50		x
Stockton	2					
French Camp	1					
Lodi/Woodbridge/Henderson Village	1					
Tracy/Valpico	2					
Manteca	1					
Ripon	1					
Escalon	1					
Lathrop	1					
Lockeford	1					
Thornton	1					
Clements	1					
Morada	1					
Collierville	1					
				—		
				121.5		

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort Person-Days		County Staff Involvement
				Essential	Desirable	
10.0 Administrative Draft Plan and Ordinances/EIR						
10.1 Prepare Administrative Draft Plan/EIR including biblio/index/maps		D12a	6-11	50		x
10.2 Prepare Administrative Draft Zoning/ Subdivision Ordinance, incl. index		D13	6-11	10		x
10.3 Prepare Administrative Draft Zoning Maps		D	6-11	<u>2</u> 62	<u>3</u> 3	x
11.0 Planning Commission Review Drafts						
11.1 Prepare revised plan		D12b	11	13		
11.2 Prepare revised zoning maps			11		1	
11.3 Planning Commission meetings	PC(6),TAC		12-13	<u>6</u> 19	<u>—</u> 1	x
12.0 Public Review Drafts						
12.1 Revise draft plan/EIR/maps		D	13	15		
12.2 Revise implementing ordinances		D	13	10		
12.3 Revise zoning maps			13	2	3	x

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort Person-Days		County Staff Involvement
				Essential	Desirable	
12.4 Presentations	BoS,UDCC		13	3		x
12.5 Printing and distribution of drafts			13	3		
12.6 Prepare Draft Summary for staff		D	13		12	x
12.7 Prepare Draft Summary for PC	PC	D	13		10	
12.8 Prepare Final Summary		F	13		10	
12.9 Publication and distribution of summary			14	—	<u>1.5</u>	
				33	36.5	
13.0 Public Review						
13.1 Public hearings with PC	PC(4)		14-16	4		x
13.2 Presentations to the communities	15		14-16	<u>15</u> 19		x
14.0 Adoption Process						
14.1 Respond to EIR comments		M	16	15		x
14.2 Prepare Administrative Final EIR		D	17	10		x
14.3 Prepare Final EIR		F	17-18	6		
14.4 Prepare plan addendum, reflecting PC's comments	PC(2)	M	16-17	10		x

Tasks	Meetings	Products	Timing (Month #)	Consultant Level of Effort		County Staff Involvement
				Person-Days		
				Essential	Desirable	
14.5 Certify EIR and recommend Plan and implementing ordinances for adoption	PC(2)		18-21	2		x
14.6 Present PC recommendations to BoS	BoS(4)		21-22	<u>4</u>		x
				47		
15.0 Publication of Adopted Documents						
15.1 Prepare Final General Plan		F	22-23	15		
15.2 Prepare Final implementing ordinances		F	22-23	15		
15.3 Prepare Final zoning maps			22-23	2	5	x
15.4 Publication and distribution			24	<u>3</u>	—	
				35	5	

Meetings: PC = Planning Commission
TAC = Technical Advisory Committee of the San Joaquin Council of Governments
ZS = Zoning Subcommittee of the Planning Commission

Products: M = memorandum (a = staff version, b = Planning Commission version)
D = draft document
F = final document

County Staff Involvement: County staff will be actively involved throughout the program. The tasks marked in this table signify major staff input and/or responsibility; COG = San Joaquin Council of Governments.

Table IV-2: San Joaquin County Comprehensive Planning Program - Summary

Task Areas ¹	Level of Effort		Labor Cost		Subcon- sultant ²	Printing ³	Travel ⁴	TOTAL	
	Person-Days		\$					Essential	Desirable
	Essential	Desirable	Essential	Desirable					
General Plan	430	21	\$232,180	\$11,100	\$35,000	\$14,315	\$3,290	\$284,785	\$31,100
Implementing Ordinances	132	--	71,480	--	--	9,850	980	82,310	--
Environmental Impact Report	63	--	38,880	--	--	2,385	490	41,755	--
Subarea Plans/Maps	135	--	72,000	--	--	1,950	2,100	76,050	--
Subarea Zoning Maps	56	12	35,840	7,680	--	300	1,050	36,910	7,960
Summary	--	33.5	--	16,240	--	3,325	--	--	19,565
	816	66.5	\$450,380	\$35,020	\$35,000	\$32,125	\$7,910	\$521,810	\$58,625
<u>Other Direct Expenses</u>									
Phone/postage/delivery								\$1,800	
Graphics supplies/reproduction								4,300	--
								\$527,910	\$58,650

¹The public review, adoption process, and publication of all the draft documents are assumed to occur together and have been included in the costs of the general plan.

²Includes essential effort: assume \$35,000 for an economic consultant.

³Estimates based on the following number of copies:

	Staff	Planning Commission	Public
Memoranda	7		
Interim Admn. Draft	7	15	
Admn. Draft	15	25	
Draft/Final Plan			300
Plan Appendices			60
Draft/Final Implementing Ordinances			100
Summary	15	25	700

\$280 of the zoning maps and all the costs for the Summary are considered "desirable" items.

⁴The general plan effort, including hearings and the adoption process, proposes 47 trips; the implementing ordinances effort, 14 trips; the EIR effort, 7 trips; the subarea community planning effort, 30 trips; and the subarea zoning effort, 15 trips. Each trip is budgeted at \$70.00.

APPENDICES

APPENDIX A

SAN JOAQUIN COUNTY GENERAL PLAN REVISION SUMMARY EVALUATION

<u>Legislative/Legal Requirements</u>	<u>Policies Reviewed</u>	<u>General Evaluation</u>	<u>Comments</u>
PLAN CONTENT			
Land Use: Section 65302(a)			
Proposed general distribution and location and extent of use of land for:	to be prepared during Phase II		
o housing	Urban; Community Development: Residential	Adequate	Could include policies regarding desirable location for urban residential designations; neighborhood; community structure
o business	Urban; Community Development: Commercial	Incomplete	Need policies on extent of commercial activities; parking guidelines
o industry	Urban; Community Development: Industrial	Incomplete	Need guidelines on location and extent of industrial activities
o open space	Environmental Resources chapters	Incomplete	
o agriculture	Environmental Resources: Agriculture	Incomplete	Need maps
o natural resources	Environmental Resources chapters	Incomplete	Need maps and discussion of water resources
o recreation		Incomplete	No discussion
o enjoyment of scenic beauty		Incomplete	No discussion
o education	Community Development: Public Services	Incomplete	Need locational guidelines
o public buildings/grounds	Community Development: Public Services	Incomplete	No policy discussion for libraries; need guidelines for location, distribution, and extent of other facilities

<u>Legislative/Legal Requirements</u>	<u>Policies Reviewed</u>	<u>General Evaluation</u>	<u>Comments</u>
o solid/liquid waste disposal	Community Development: Public Services	Incomplete	Need policies for liquid waste; guidelines for location, distribution, and extent for solid waste, consistent with Solid Waste Management Plan
o other categories of private and public uses of land	Urban	Incomplete	Need better guidance regarding mixed uses
Statement of standards of population density and building intensity	listed above	Incomplete	Population density discussed; need building intensities as identified above
Diagram of land uses	to be prepared during Phase II		
Identify areas subject to flooding and review annually	Environmental Resources: Flood Hazards	Adequate	
Circulation: Section 65302(b)	to be prepared during Phase II		
Housing: Section 65302(c), 65583	Housing Element (draft), 1/87		
Assessment of housing needs and inventory of resources for and constraints to meeting needs			
o analysis of population and employment trends		Adequate	
o documentation of projections		Adequate	
o quantification of existing and projected housing needs for all income levels, including share of regional housing need		Adequate	
o analysis and documentation of household characteristics, including level of payment compared to ability to pay		Adequate	

<u>Legislative/Legal Requirements</u>	<u>Policies Reviewed</u>	<u>General Evaluation</u>	<u>Comments</u>
o housing characteristics, including overcrowding		Adequate	
o housing stock condition		Adequate	
o inventory of land suitable for residential development		Adequate	
o analysis of potential and actual governmental constraints upon maintenance, improvement, and development of housing for all income levels		Adequate	
o analysis of potential and actual non-governmental constraints upon maintenance, improvement, and development of housing for all income levels		Adequate	
o analysis of special housing needs, such as handicapped, elderly, etc.		Adequate	
o energy conservation opportunities		Adequate	
Statement of community's goals, quantified objectives, and policies relative to maintenance, improvement, and development of housing		Adequate	
A program with a 5-year schedule of actions, including:		Adequate	
o identify adequate sites to encourage development of a variety of housing types for all income levels		Adequate	
o assist in the development of housing to meet the needs of low- and moderate-income households		Adequate	

<u>Legislative/Legal Requirements</u>	<u>Policies Reviewed</u>	<u>General Evaluation</u>	<u>Comments</u>
o address and remove (where appropriate and legally possible) governmental constraints to maintenance, improvement, and development of housing		Adequate	
o conserve and improve condition of existing affordable housing stock		Adequate	
o promote equal housing opportunity		Adequate	
o identify agencies and officials responsible for implementation of actions and means by which consistency with other plan elements will be achieved		Adequate	
Conservation: Section 65302(d)			
Conservation, development, and utilization of water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources	Environmental Resources chapters	Incomplete	Need discussion of water resources, recreational uses, energy uses, maps as described above; agricultural soils discussion is complete
Open Space: Section 65302(e), 65560			
Inventory of:			
o open space to preserve natural resources	Environmental Resources: Vegetation/Wildlife/Fish	Incomplete	No policies
o open space for managed production of resources (agricultural lands, watersheds, etc.)	Environmental Resources chapters	Incomplete	Discussion only covers fisheries, agriculture, and extractive resources; need discussion of water resources
o open space for outdoor recreation	Environmental Resources chapters	Incomplete	No discussion, except for historical and cultural areas

<u>Legislative/Legal Requirements</u>	<u>Policies Reviewed</u>	<u>General Evaluation</u>	<u>Comments</u>
o open space for public health and safety (earthquake fault zones, unstable soil areas, floodplains, areas presenting high fire risks, etc.)	Environmental Resources: Flood Hazards, Fire Protection, Air Resources	Incomplete	Need discussion of seismic/geologic hazards and areas for water quality protection; could include policies controlling air emissions from agricultural activities
o open space action program	Environmental Resources chapters	Incomplete	
Noise: Section 65302(f)	to be prepared during Phase II		
Safety: Section 65302 (g)			
Identification/appraisal of:			
o seismic and other geologic hazards	to be prepared during Phase II		
o evacuation routes, peakload water supply requirements, road widths and clearances, and hazards	Environmental Resources: Flood Hazards, Fire Protection	Incomplete	Need discussion of evacuation routes/peakload water supply/ road clearances
PLAN IMPLEMENTATION			
Adequacy for guiding development decisions	all documents listed above		Could use greater specificity
Adequacy of implementation strategy		Inadequate	Need more specific procedures and direction to implementing ordinances; need to identify responsibilities; inappropriate use of zoning districts to define allowable uses in general plan designations
Plan amendment system to preserve consistency		Inadequate	No discussion

APPENDIX B

SAN JOAQUIN COUNTY—REFERENCE MATERIALS

Data Base Materials

<u>Document</u>	<u>Originating Agency</u>	<u>Date</u>
General Plan		
o Land Use/Circulation Element	Planning Dept., adopted by BOS	4/76, amended 6/86
o Housing Element	Planning Dept., adopted by BOS	10/80, amended 8/82
o Open Space/Conservation Element	Planning Dept., adopted by BOS	6/73
o Noise Element	Planning Dept., adopted by BOS	11/78
o Recreation Element	Planning Dept., adopted by BOS	amended 6/83
o Safety/Seismic Safety Element	Planning Dept., adopted by BOS	9/78
o Scenic Highways Element	Planning Dept., adopted by BOS	10/78
o Zoning Ordinance	Planning Dept., adopted by BOS	2/61 revised 11/86
o Subdivision Regulations	Planning Dept., adopted by BOS	3/79
General Plan Revision Materials (listing in Part III of report)		
o Policies for Development - General Plan to 1995 Appendix A	Planning Dept., Development Committee Review 3/25/87	2/87
-- a general plan text amendment of land use designations to include population densities and building intensities		

<u>Document</u>	<u>Originating Agency</u>	<u>Date</u>
o Policies for Development - General Plan to 1995 -- development policy imple- mentation revisions draft	Planning Dept.	3/10/87
Transportation		
o San Joaquin County Regional Transportation Plan, 1984 update	COG	5/85
o Transportation Improvement Program, 1985/86 to 1989/90	COG	4/85
o Transportation Planning in San Joaquin County, 1985/86 Annual Report	COG	
o Transportation--Unified Work Program 1986-87 Draft -- identifies work to be performed in achieving goals and policies outlined by COG; covers ongoing routine tasks as well as specific and special studies; includes organization's fiscal needs, proposed budget	COG	1986-87
o Work Program Prospectus -- multi-year document identifies framework for work, COG planning process, management tool	COG	10/84
San Joaquin County Commodity Movements Report -- identifies current problems in movement of commodity goods within San Joaquin County and its cities	COG	no date
Economics		
o San Joaquin County Strategic Plan -- assessment of economic trends	URSA Institute	1985
o Growth Summaries 1985-2000 for Planning Areas of Tracy/Manteca/Ripon	COG	2/87

<u>Document</u>	<u>Originating Agency</u>	<u>Date</u>
Water Resources		
o Recommendations to Assembly Water, Parks, & Wildlife Committees, State Legislature	Emergency Delta Task Force, recommended 5/9/86	1/83
Waste Management		
o San Joaquin Solid Waste Management Plan	Kekimian Van Dorp & Associates	3/86
Air Quality		
o San Joaquin County Air Quality Management Plan	Planning Dept., adopted by BOS	6/82
o Reasonable Further Progress Report on Air Quality 1983/84	Dept. of Planning & Building Inspection	11/86
Noise		
o Preparation of Current and Projected Noise Contours for Specific Roads, Railroads, and Airports in San Joaquin County	BBN Laboratory, submitted to COG	2/86
o 1986/87 County Budget	adopted by BOS	9/86
Background Data		
o Master File List--computer listing of data base covering:	Planning Dept.	Revised 1/87
-- plans and planning programs		
-- data and resources		
-- environmental, physical		
-- housing, community development		
-- transportation		
-- utilities		
-- land use and development		
-- plan implementation		
-- human needs and services		
-- public administration		
-- planning dept.		

<u>Document</u>	<u>Originating Agency</u>	<u>Date</u>
o 1980 Census Reports for San Joaquin County	Planning Dept.	1980
-- Household, group quarter population		
-- Families and Households		
-- Age by Sex		
-- Income and Poverty		
-- Housing Occupancy, Financial Factors		
-- Racial Characteristics		
-- Educational, Social Characteristics		
-- Employment		
-- Characteristic Comparisons		
-- Housing, general		
-- Building Permits, 1983/84/85		
o Civilian Population Statistics	California Dept. of Finance	12/86
-- projected population estimates for California counties at 5-year intervals between 7/75 and 7/2020		
-- annual average percent change of population between 1985 and 2020 is calculated for each county		
o San Joaquin County Reports	Planning Dept.	1978/79
-- boating		7/79
-- fishing		4/78
-- camping		5/78
-- hunting		4/78
-- potential recreation sites		6/78
-- inventory of County recreational facilities		4/78
-- chart, inventory of parks		7/77, revised 3/78

<u>Document</u>	<u>Originating Agency</u>	<u>Date</u>
o San Joaquin County Park Use and Recreation Activity	San Joaquin County	11/81
-- results of two 1980 surveys		
o Superconducting Super Collider Project Description	State Dept. of General Services	2/87
-- includes environmental checklist and attachment describing impacts		
o Survey Questionnaire on County Planning/Zoning Work Program*	Sedway Cooke Associates	2/87
o <u>Western Farm Service, Inc. v. Board of Supervisors of San Joaquin County</u>		filed 3/87
-- Third Appellate District case regarding general plan consistency		

Stockton

o City of Stockton General Plan (untitled, no table of contents)	Dept. of Community Development	8/86
-- Population & Housing Projections		
-- Historic & Cultural Resources		
-- Soil/Agricultural Resources		
-- Vegetation, Wildlife & Fish		
-- Air Quality		
-- Flood Hazards		
-- Solid Waste Disposal		
-- Hazardous Materials		
-- Transportation Element		

*For persons for whom questionnaire has been completed, see list in Appendix D.

<u>Document</u>	<u>Originating Agency</u>	<u>Date</u>
o City of Stockton Public Facilities (untitled, no table of contents)	Dept. of Community Development	no date
-- school districts		
-- recreational facilities		
-- water supply		
-- fire protection		
o Stockton General Plan 2000 Land Use Map	Department of Community Development	9/76, amended 4/86

Escalon - Maps

o zoning*		no date
o General Plan--1986 working*		no date
o General Plan--proposed (latest)*		1987
o General Plan--land use/circulation element and sphere of influence		9/83

Lathrop

o Lathrop Technical Report, A Basis for Decision	San Joaquin County Dept. of Planning & Building Inspection	1/84
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Linden

o Linden Technical Report, Linden General Plan	San Joaquin County Planning Dept.	
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Lodi

o General Plan Update	Jones & Stokes Assoc., Inc. for Mayor's Task Force	10/86, revised 11/86
-- safety/seismic safety elements	Community Development Dept., adopted by Lodi City Council	8/80
-- open space/conser- vation element	adopted by Lodi City Council	6/73

*proposed Highway 120 not included

<u>Document</u>	<u>Originating Agency</u>	<u>Date</u>
Manteca		
o General Plan Draft		
-- Background Report	Mintier Harnish & Assoc., Jones & Stokes Assoc., and Joseph Holland	3/86
-- Options Assessment Report	Mintier Harnish & Assoc., Jones & Stokes Assoc., and Joseph Holland	10/86
o General Plan Update 1980-2000 with map		Spring '81
o Draft Redevelopment Plan	Urban Futures, Inc.	9/86
o Review of Housing Growth Trends and Projections	Planning Team WPM	1/87
o Scope of Work Report	Planning Team WPM	no date
-- detailed outline of work program for general plan revision & MEA preparation		
Ripon - Maps		
o General Plan Draft with map		3/86
-- land use map draft		
-- draft EIR		
o Proposed Sphere of Influence Boundary for City of Ripon, Exhibit C-2		no date
Tracy		
o City of Tracy General Plan: Plan Policies, Volume I	Blayney-Dyett/ adopted by City Council	9/82 12/82
o Zoning Ordinance		
o Residential Areas Specific Plan, Tracy	EDAW	2/87

<u>Document</u>	<u>Originating Agency</u>	<u>Date</u>
LAFCO Information		
o Sphere of Influence Studies		
-- Tracy	adopted by LAFCO	9/80
-- Escalon	adopted by LAFCO	2/86
-- Manteca	adopted by LAFCO	9/81
o Listing of Special Districts in San Joaquin County	LAFCO	no date
-- listing by topical area		
o Commission Reports		
-- proposed Brocchini/Highway 120 bypass reorganization	LAFCO	8/86
-- proposed St. Joseph's - East Yosemite Ave. reorganization	LAFCO	2/87

Maps

- o San Joaquin County to 1995 and
separate area land use maps

APPENDIX C

SAN JOAQUIN COUNTY COMPREHENSIVE PLANNING PROGRAM PHASE II PRELIMINARY WORK PROGRAM

TASK 1: REFINEMENT AND REVISION OF WORK PROGRAM

- 1.1 **Modify Phase I work program.** Based on comments received on this work program, the Consultant would revise the work effort and adjust the schedule, as necessary.

Product. A memorandum describing the revised work scope.

- 1.2 **Prepare detailed format.** A detailed outline for the General Plan, describing the organization and proposed graphics, would be prepared for consideration by staff. Particular attention will be devoted to establishing a workable hierarchy of subareas of the County. The present system of planning areas, urban and rural centers, and rural residential areas is confusing and fails to adequately distinguish among some of the subareas.

Product. A memorandum proposing an outline for the General Plan and recommendations for classifying the County's subareas.

TASK 2: CONTRACT ADMINISTRATION

- 2.1 **Manage consultant team.** The prime consultant would have ongoing responsibility for coordinating the subconsultants retained to perform specialized portions of this work program. Coordination responsibilities would include defining their work scopes and levels of effort, supervising their work efforts, assuring quality control, and assuring adherence to the project schedule and budget.
- 2.2 **Prepare progress reports.** To ensure that staff, the Planning Commission, and the Board of Supervisors are adequately informed regarding the program, the Consultant would prepare monthly progress reports.

Product. Monthly progress reports.

TASK 3: POPULATION, EMPLOYMENT, AND LAND USE PROJECTIONS

- 3.1 **Inventory existing land use.** County planning staff would prepare an existing land use map relying upon information from the cities, the County, and the aerial photograph flown for the San Joaquin Council of Governments (COG) in 1985. As appropriate, other land use data services could be investigated. For example, in both Lake and Shasta Counties, land use data was sought from outside services whose sole business is to map land uses.
- 3.2 **Identify growth accommodation areas.** The Consultant would review the existing general plans for the County's incorporated areas, and delineate

areas that are expected to grow during the General Plan planning horizon. Consensus on these areas will be sought from the County, the cities, and the COG. For unincorporated areas, the Consultant expects to work closely with County staff in defining growth accommodation areas. It is expected that the earlier meetings conducted by County staff during the General Plan revision effort will lend substantial insight into the growth potential of the County's areas. Recent work by the COG for the South County area will be incorporated into this effort.

- 3.3 Review projections.** Recent projections for the County have been prepared by the COG, the State Department of Finance, and by a consultant preparing a strategic plan for the County. Consistency and inconsistency among the projections will be noted in an attempt to reach consensus on reasonable growth forecasts for the County. Based on investigations to date, it would appear that the State Department of Finance's projections will serve as the baseline set of forecasts. Given that many of the cities are currently updating their general plans, it still may be necessary to adjust the State's figures.

- 3.4 Construct growth scenarios.** While the forecasts reviewed in Task 3.3 are expected to provide countywide figures, it will be necessary to disaggregate the population and employment forecasts to geographic areas of the County. This will be necessary to prepare a realistic land use policy diagram that shows the distribution and extent of residential and business areas, and to run the COG's transportation model. The scenarios will examine the rate of growth, the number of households, and the number of employees by generalized business sectors to the year 2010, and will be developed in close coordination with County staff.

The projected growth will be allocated among the County's traffic zones, using the system already established by the COG. Work will be done on a Lotus 1-2-3 spreadsheet to be compatible with the earlier work performed by the COG. Factors to be used in allocating future growth include cities' growth proposals, vacant land, service availability, and historical growth rates. The scenarios will be developed in conjunction with the cities and the County. Reasonably good information already exists for Tracy, Manteca, and Ripon, so that the majority of the consultants' effort is expected to be devoted on Stockton and the northern part of the County.

Product. A memorandum describing and illustrating growth scenarios.

- 3.5 Determine land demand.** Tasks 3.1 and 3.2 are intended to develop an estimate of the supply of land in the County. Tasks 3.3 and 3.4 are intended to define the demand for land. For each growth scenario, an estimate of the amount of land needed for residential, recreational, public, industrial and local commercial activities will be made as part of this task. This information will be presented in tabular form.
- 3.6 Examine alternative land use patterns.** This task involves distributing the land demand, expressed in acres, to the traffic zones within the earlier identified growth accommodation areas. The purpose is to try to balance the County's growth potential with the areas expected to accommodate

that growth. Input from staff and from early work on Task 6 (covering service issues) and Task 7 (covering public safety and open space issues) will be used to help formulate reasonable land use patterns that are compatible with infrastructure capacity and environmental considerations. Alternative land use patterns will be examined to explore the implications for County versus city growth, for agricultural activities, for traffic effects, and for intra-County jobs/housing balance. Consequently, this task will be performed concurrently with Task 4.3, an assessment of future travel demand. It is recommended that up to three alternatives be formulated. The alternative land use patterns will be reviewed with the Technical Advisory Committee (TAC) of the COG, and comments will be sought on how they might be refined to better reflect local and County policies and to minimize potential adverse impacts.

Product. A memorandum defining the land demand assumptions and describing and illustrating the land use alternatives.

- 3.7 Refine land use patterns.** Based on comments received, the Consultants will refine the alternatives.

TASK 4: TRANSPORTATION CHAPTER

- 4.1 Describe existing conditions.** The transportation system serving the County will be described. Components will include the road system, railroads, airports, transit, bicycle routes, other trail systems. These systems will be described in terms of their operating characteristics, using information from the COG, the cities, the County, and the State Department of Transportation (Caltrans).
- 4.2 Construct future system.** The COG is expected to modify the network in its transportation model to reflect anticipated capital investments and improvements to the system, including those contained in the Regional Transportation Plan as well as other potential ones. Some consideration needs to be given to whether different levels of improvements need to be examined to reflect alternative funding scenarios.

Product. A memorandum identifying possible transportation system capital investments and improvements.

- 4.3 Project and assign future travel demand.** The COG will run its transportation model (the MINUTP) to examine the traffic effects of the three alternative land use patterns developed in Task 3.6. Results of the model runs for the years 1990, 2000, and 2010 are expected to help refine the land use patterns. They will also be used to identify new transportation improvements that may be needed to accommodate future growth.
- 4.4 Refine transportation network.** As appropriate, the model network will be revised by the COG.

Product. A memorandum describing the model, socio-economic inputs, and the networks.

- 4.5 Draft transportation chapter.** The consultants will prepare an interim administrative draft of the transportation background text and goals, policies, and actions for review by the staff.

Product. An administrative draft of the transportation chapter of the General Plan.

- 4.7 Draft transportation chapter for Planning Commission.** Concurrent with Task 4.5, the draft chapter on transportation will also be reviewed and discussed by the Planning Commission.

Product. A revised administrative draft of the transportation chapter.

TASK 5: INITIAL DEVELOPMENT OF IMPLEMENTING ORDINANCES

- 5.1 Interviews.** The Consultant will conduct interviews with County staff to identify problems and possible improvements to the land development and permitting processes.

- 5.2 Develop Approach.** The Consultant will prepare a memorandum containing implementing ordinance alternatives, including the merits of combining the zoning ordinance and subdivision ordinance into a single land development ordinance. The memorandum will include a recommended approach and framework, a proposed table of contents, a discussion of the overall framework of the ordinance, a general description of proposed changes, and other material to enable the County to understand and evaluate the approach.

Product. A memorandum describing the approach to revising the implementing ordinances.

- 5.3 Coordinate with the County.** The Consultant will meet with County staff and the Planning Commission to discuss the approach to be taken.

- 5.4 Refine Approach.** The Consultant will revise the approach developed in Task 5.3 and will prepare a memorandum setting forth the agreed-upon approach, including the preliminary table of contents, types of procedures, preliminary list of zoning districts, system of categorizing uses, and summary of major substantive issues.

Product. A memorandum describing the agreed-upon approach.

- 5.5 Coordinate with Public Works.** The Consultant will coordinate with the Department of Public Works and their consultant who is developing standards. These standards will be incorporated into the implementing ordinances.

TASK 6: COMMUNITY DEVELOPMENT CHAPTER

- 6.1 Urban policies.** The Consultant will refine the policies already drafted by staff to provide greater specificity, particularly with respect to cross-referencing.

- 6.2 Residential policies.** The Consultant will develop policies for the location of the different urban residential designations, and for implementation of the neighborhood/community structure described in the background text. Recommendations will also be made relating to the types of residential development that are appropriate to each of the residential designations, and for incorporating new material into the background text. Particular attention will be devoted to appropriate policies for rural estate development outside urban and rural centers.
- 6.3 Commercial policies.** The Consultant will develop policies relating to the desirable extent of commercial activities. Additional policies addressing the need for adequate parking will be developed. Some revision of the background text is recommended, since some of the materials warrant discussion in the policy section.
- 6.4 Industrial policies.** The Consultant will provide a discussion of the types of industrial businesses locating in the County for inclusion in the already drafted background text. Policies addressing the following areas will be prepared: location and extent of industrial activities; use of and orientation to the harbor, waterways, and rail lines; and guidelines to distinguish Limited Industrial from General Industrial. The possibility of permitting Limited Industrial uses such as warehouses in areas served only by septic tanks will be examined.
- 6.5 Interim Administrative Draft of Tasks 6.1-6.4.** The Consultant will compile background text, maps, and policies relating to land development (Tasks 6.1-6.4) for review by staff.
- 6.6 Interim Administrative Draft of Tasks 6.1-6.4 for Planning Commission.** Concurrent with Task 6.5, the interim draft will also be considered and discussed by the Planning Commission.
- 6.7 Public service and facilities policies.** The Consultant will revise staff's draft policies as needed. It is expected the following work efforts will occur during this task:
- prepare policies dealing with the location, distribution, and extent of fire protection services.
 - prepare policies dealing with the location, distribution, and extent of law enforcement services.
 - prepare policies dealing with wastewater facilities, and provide greater discussion of treatment capacity.
 - prepare background text and policies for water supply and treatment.
 - prepare background text and policies for drainage.
 - prepare policies dealing with the location of educational facilities, and update background text as necessary.

- incorporate additional relevant material from the County's Solid Waste Management Plan.
- prepare policies dealing with the provision of libraries.
- prepare policies dealing with the location and use of existing and proposed power transmission corridors.

- 6.8 Interim Administrative Draft of Task 6.7.** The Consultant will compile background text, maps, and policies relating to public services and facilities for staff review.
- 6.9 Interim Administrative Draft of Task 6.7 for Planning Commission review.** Concurrent with Task 6.8, the interim draft will also be considered and discussed by the Planning Commission.
- 6.10 Countywide land use/circulation policy diagram.** Based on the input received from the staff and the Planning Commission, the Consultant will prepare an initial policy diagram depicting proposed land uses and transportation improvements. This task will be based on insight gained during Tasks 3 (projections), 4 (transportation), and 7 (environmental resources). The Consultant will meet with the Planning Commission to review and discuss the diagram.
- 6.11 Extraterritorial policies.** The Consultant will examine growth trends and policies of communities just beyond the County's boundaries which nevertheless have large implications on development in the County. Examples of such communities include Galt in Sacramento County to the north and Modesto in Stanislaus County to the south. The intent of this investigation is to formulate some policy response to development in these areas which will serve to protect the County's concerns.
- 6.12 Subarea plans.** The Consultant, in consultation with staff, will draft policies and land use/circulation diagrams for the following County subareas: north and south Stockton, French Camp, Lodi/Woodbridge/Henderson Village, Tracy/Valpico, Manteca, Ripon, Escalon, Lathrop, Lockeford, Thornton, Clements, Morada, and Collierville. In the case of Thornton, the County will have primary responsibility for the land use/circulation diagram, as well as will any other County subarea not named above. For each of the County subareas for which the Consultant has responsibility, it is assumed that there will be no more than one meeting with the local residents of each subarea.

Product. Interim administrative draft policies and land use diagrams.

- 6.13 Modify housing element.** Based on the revised population and land use projections, the Consultant will update the County's housing element so that it can be integrated and will be consistent with the rest of the Plan elements.

TASK 7: ENVIRONMENTAL RESOURCES AND MANAGEMENT CHAPTERS

- 7.1 Noise policies.** The Consultant will incorporate materials from the existing noise element, as appropriate. New noise contours prepared for the COG in 1986 will likewise be incorporated. The policies will be revised to provide greater direction for implementation and guidance in reviewing land use proposals. A noise consultant could be retained to ensure that the noise contours prepared for the COG are consistent with the traffic forecasts developed as part of Task 4; however, this is regarded as an optional item.
- 7.2 Safety policies.** The Consultant will review the materials drafted by staff and revise them as needed. It is expected that the following work items would be undertaken as part of this task:
- incorporate and update as necessary the background text, maps, and policies dealing with geologic and seismic hazards.
 - update the background text dealing with flood hazards.
 - prepare background text and policies dealing with the handling, transport, and storage of hazardous materials.
 - prepare background text and policies dealing with emergency preparedness, including emergency response and coordination, evacuation routes, and peak water flow requirements.
 - prepare background text and policies dealing with safety and land uses around the County's airports.
- 7.3 Interim Administrative Draft of Tasks 7.1 and 7.2.** The Consultant will compile background text, maps, and policies relating to public health and safety (Tasks 7.1 and 7.2) for review by the staff.
- 7.4 Interim Administrative Draft of Tasks 7.1 and 7.2 for Planning Commission review.** Concurrent with Task 7.3, the interim draft will also be considered and discussed by the Planning Commission.
- 7.5 Inventory open space.** The Consultant will refine the existing land use map prepared in Task 3 to distinguish among the various types of open space, including those for the preservation of natural resources, for the managed production of resources, for outdoor recreation, for public safety, and for the enjoyment of scenic beauty. Information to prepare this inventory will include maps from the current general plan, recent recreational surveys, studies on the Delta, and the COG's aerial photographs. As part of this task, the Consultant will also review and modify as needed the draft materials prepared by staff. The following work items are anticipated as part of this effort:
- review and strengthen the policies dealing with agriculture.
 - prepare the background text, maps, and policies dealing with the management and utilization of the County's water resources.

- prepare policies dealing with the management and utilization of the County's extractive resources, and update the background text as needed.
- prepare policies dealing with the management and utilization of the County's vegetation, wildlife, and fish, and prepare new sections for the background text, incorporating materials from the Delta Plan by the Delta Planning Area Council.
- review and strengthen policies the policies dealing with air quality, and update the background text as needed.

7.6 Historic and cultural resources policies. The Consultant will review and strengthen the policies dealing with the preservation and management of the County's heritage.

7.7 Recreation policies. The Consultant will prepare background text, maps, and policies dealing with the preservation, acquisition, development, and utilization of the County's recreation resources. This material will be developed using information already collected by the County staff and will not involve any new field or survey work.

7.8 Energy conservation policies. The Consultant will prepare background text and policies dealing with the development, management, and utilization of energy resources in the County.

7.9 Interim Administrative Draft of Tasks 7.5-7.8. The Consultant will compile background text, maps, and policies relating to the County's open space and environmental resources (Tasks 7.5-7.8) for review by staff.

7.10 Interim Administrative Draft of Tasks 7.5-7.8 for Planning Commission review. Concurrent with Task 7.9, the interim draft will also be considered and discussed by the Planning Commission.

TASK 8: PLAN IMPLEMENTATION CHAPTER

8.1 Identify financing strategies. One of the primary issues confronting the County is the means to finance the capital improvements needed to accommodate future growth. To give the County a better understanding of the financial tools available to them, a survey of different instruments and their applicability in the County will be prepared.

Product. A memorandum describing financing tools available to the County.

8.2 Assessment of fiscal impacts. As the County charts its future, the questions arise: is growth desirable? does it pay for itself? is the shift to an urban economy good for the overall economy of the County? A consultant's report on a Strategic Plan for the County contains some interesting findings regarding the economic development of the County. In order to

evaluate the desirability of those trends and to assess their fiscal implications on the County's budget and services, it is recommended an economic consultant be retained as part of this program. Such insight becomes even more meaningful in light of the State's efforts to locate the Superconducting Super Collider in the eastern portion of the County.

Product. A memorandum describing the fiscal implications of the County's economic trends and land use policies.

- 8.3 Develop monitoring program.** The Consultant will prepare recommendations for upgrading and maintaining a computerized land use inventory system that will allow the County to monitor changes in land use, population, and employment at a subarea level. Interviews will be conducted with staff knowledgeable in with the County's computer system and method of record keeping.
- 8.4 Interim Administrative Draft of Tasks 8.1-8.3.** The Consultant will abstract appropriate recommendations from the above work tasks to create an effective ongoing, systematic monitoring program. These recommendations will comprise an implementation chapter of the General Plan.
- 8.5 Interim Administrative Draft of Tasks 8.1-8.3 for Planning Commission review.** Based on comments received from staff, the consultants will revise the Task 8.5 product for consideration and discussion by the Planning Commission.

TASK 9: IMPLEMENTING ORDINANCES

- 9.1 Administrative Draft of Zoning Procedures for Staff Review.** The Consultant will prepare a draft of all the procedural portions of the zoning ordinance. These will include a use permit procedure, variance procedure, amendment procedure, hearing procedure, appeal procedure, non-conforming use provisions, and other subjects as set forth in Task 5.4. The Consultant will review this draft with the County staff.
- 9.2 Administrative Draft of Zoning Procedures for Planning Commission Review.** Concurrent with Task 9.1, the Consultant will review this draft with the Planning Commission.
- 9.3 Administrative Draft of Use Matrix for Staff Review.** The Consultant will prepare a list of uses to be allocated to one or more of the zoning districts. The Consultant will then prepare a matrix showing which uses are permitted in each district by right or by permit. The matrix will serve as the initial working document for defining each district. The Consultant will review this draft matrix with the County staff.
- 9.4 Administrative Draft of Use Matrix for Planning Commission Review.** Concurrent with Task 9.3, the Consultant will review this draft with the Planning Commission.
- 9.5 Administrative Draft of Subdivision Regulations for Staff Review.** The Consultant will prepare a draft of the subdivision regulations. The exist-

ing ordinance will be updated to make it consistent with current law and development practice. New standards will be incorporated into the regulations (see Task 5.5). A vesting tentative map procedure will be added. The Consultant will review this draft with the County staff.

- 9.6 **Administrative Draft of Subdivision Regulations for Planning Commission Review.** Concurrent with Task 9.5, the Consultant will review this draft with the Planning Commission.
- 9.7 **Administrative Draft of Zoning District Regulations for Staff Review.** The Consultant will prepare the draft text of each zoning district and the regulations that apply in one or more districts. The format will be as determined in Task 5.4. The uses in each district will be as determined in Task 9.4. The regulations will be as determined by consultation with County staff and others. The Consultant will review this draft with the County staff.
- 9.8 **Administrative Draft of Zoning District Regulations for Planning Commission Review.** Concurrent with Task 9.7, the Consultant will review this draft with the Planning Commission.
- 9.9 **Zoning Maps.** The Consultant will assist the County in preparing zoning maps for the entire unincorporated area of the County at scales determined by the County staff. All maps will reflect the Consultant's view of appropriate zoning districts. County staff will be responsible for the actual mapping of the zones.

TASK 10: FINAL ADMINISTRATIVE DRAFT FOR STAFF REVIEW

- 10.1 **General Plan/EIR.** The Consultant will prepare a complete draft of the interim administrative draft chapters of the General Plan and policy diagrams that respond to earlier staff and Planning Commission comments.
- 10.2 **Implementing Ordinances.** The Consultant will prepare a complete draft of the zoning and subdivision regulations. The draft will contain material from Tasks 9.2, 9.4, 9.6, and 9.8 which have been revised, based on comments from the Planning Commission, plus any additional material needed to make the draft complete. The Consultant will review the draft with the County staff.
- 10.3 **Zoning Maps.** Based on comments received during the meetings with the Planning Commission, the zoning maps will be revised by staff. The Consultant's assistance could be provided on an as-needed basis.

TASK 11: PLANNING COMMISSION REVIEW DRAFT

- 11.1 **General Plan/EIR.** Based on comments received from staff, the Consultant will revise the Task 10.1 product for consideration and discussion by the Planning Commission.
- 11.2 **Zoning Maps.** Based on comments received from staff, the zoning maps will be revised for consideration and discussion by the Planning Commis-

sion. The County would manage this effort; and the Consultant's assistance could be provided on an as-needed basis.

- 11.3 Planning Commission meetings.** The Consultant will review the products of Tasks 11.1, 11.2, and 11.3 with the Planning Commission. Up to six meetings with the Planning Commission have been assumed for this review phase.

TASK 12: PUBLIC REVIEW DRAFT

- 12.1 General Plan/EIR.** The Consultant will prepare a camera-ready version of the draft General Plan/EIR and maps for public distribution and review. This version will reflect comments received from the Planning Commission during Task 11.4.
- 12.2 Implementing Ordinances.** The Consultant will prepare a camera-ready version of the draft Implementing Ordinances for public distribution and review. This version will reflect comments received from the Planning Commission during Task 11.4.
- 12.3 Zoning Maps.** Based on comments received from the Planning Commission, the zoning maps will be revised into a camera-ready version for public distribution and review. The County will manage this effort, and the Consultant's assistance could be provided on an as-needed basis.
- 12.4 Informational Presentations.** The Consultant will make informational presentations to the County's Urban Development Coordinating Committee and to the County Board of Supervisors highlighting the key elements of each the documents.
- 12.5 Printing and Distribution.** The Consultant will coordinate the printing of the documents for public distribution. It is expected that County staff will be responsible for noticing the completion and availability of these documents and for their distribution to appropriate individuals and local, regional, and state agencies and organizations.
- 12.6 Draft Summary for staff review.** As an optional item, the Consultant can prepare a summary document for widespread public distribution. The document will highlight the key features of the plan and implementing ordinances. If the County finds this desirable, Tasks 12.7 through 12.9 would follow.
- 12.7 Draft Summary for Planning Commission review.** Based on comments received from staff, the Consultant will revise the Task 12.6 product for consideration and discussion by the Planning Commission.
- 12.8 Final Summary.** A final camera-ready version of the Summary will be prepared reflecting comments from the Planning Commission.
- 12.9 Publication and Distribution.** The Consultant will coordinate publication of the final documents. It is expected that the County will be responsible for all public notices and distribution of the documents.

TASK 13: PUBLIC REVIEW

- 13.1 Public Hearings before the Planning Commission.** The Consultant will attend up to four public hearings regarding the Draft General Plan/EIR, the Draft Implementing Ordinances, and the Draft Zoning Maps.
- 13.2 Meetings with the County subareas.** The consultants will attend meetings for each of the 15 County subareas for which the consultants prepared plans.

TASK 14: ADOPTION PROCESS

- 14.1 Prepare Response to Comments.** Oral testimony and comments received on the environmental impact report will be reviewed and a determination will be made which ones require responses. The Consultant will prepare responses for all substantive comments on the adequacy, accuracy, and comprehensiveness of the environmental analysis and documentation.

Product. A memorandum identifying the individuals, organizations, and agencies commenting on the environmental impact report, and containing responses to the substantive comments.

- 14.2 Administrative Final Environmental Impact Report.** The Consultant will prepare an Administrative Final Environmental Impact Report, incorporating staff's comments to the Responses to Comments. This document will be reviewed with staff for any other revisions prior to sending it to the Planning Commission for certification.
- 14.3 Final Environmental Impact Report.** The Consultant will revise the Task 14.2 product for consideration and discussion by the Planning Commission. The Final Environmental Impact Report will contain the responses to the comments and an itemization of text changes and errata to the Draft Environmental Impact Report. It is expected that staff will draft the necessary findings and statement of overriding considerations, if necessary, with the Consultant's input.
- 14.4 Draft Plan Addendum.** Based on comments received from the Planning Commission and from the public during the public hearings, the consultants will prepare an addendum to the Draft General Plan that will identify recommended changes to the draft document. This addendum will be reviewed with staff and the Planning Commission.
- 14.5 Public Hearings before the Planning Commission.** It is expected that the Consultant will attend two public hearings to review the Draft General Plan Addendum and modifications to the ordinances and zoning maps, certify the Final Environmental Impact Report, and recommend adoption of the General Plan by the County Board of Supervisors.
- 14.6 Public Hearings before the County Board of Supervisors.** The Consultant will attend up to four public hearings to present, discuss, and adopt the General Plan.

TASK 15: PUBLICATION AND DISTRIBUTION

- 15.1 **Final Adopted Plan for publication.** The Consultant will revise the Draft Plan to reflect comments received from the Board of Supervisors.
- 15.2 **Final Implementing Ordinances.** The Consultant will revise the Draft Implementing Ordinances, prepared in Task 12.2, based on the direction of the County and will prepare the final ordinances in a form appropriate for adoption by the County.
- 15.3 **Final Zoning Maps.** The zoning maps, prepared in Task 12.3, will be revised as appropriate. The County will manage this effort, and the Consultant's assistance will be provided on an as-needed basis.

APPENDIX D - PERSONS INTERVIEWED

San Joaquin County

- o **Department of Planning & Building Inspection**
Chet Davisson, Director
Tom Walker, Deputy Director
Peggy Keranen, Senior Planner
Kitty Walker, Senior Planner
Lorre Islas, Associate Planner
Bill Factor, Associate Planner
- o **Department of Public Works**
Manuel Lopez, Deputy Director
Tom Gau, Senior Engineer
- o **Planning Commissioners (meeting)**
Marshall Rojas, Stockton
Sandy Carter, Stockton
Jack Bozzano, Linden
Duane Jungeblut, Lodi
Jim Gabbard, Stockton
Bill Gillespie, Escalon
Stan Morri, Tracy
- o **Department of Agriculture**
Irwin Eby
- o **County Counsel**
Sandy Affonso, Deputy County Counsel
- o **Parks & Recreation**
Pat Foran, Division Chief
Craig Ogato
- o **Department of Education**
Charles Humbert, Assistant Superintendent of General Education (in process)
- o **Council of Governments**
Peter Verdoorn, Executive Director
Andy Chesley, Transportation Planner
- o **San Joaquin County Local Agency Formation Commission**
Gerald Scott, Executive Officer
- o **Local Health District, Department of Environmental Health**
Fred Kaufman, Supervising Sanitarian
Alfred Olsen, Supervising Sanitarian
Dan Moe, Registered Sanitarian
Ron Valinoti, Environmental Health Department

Stockton

John Carlson, Director of Community Development
Bob Ching, Deputy Director
Lee Hemminger, Senior Planner

Lodi

Jim Schroeder, Community Development Director

Manteca

Phil Sanguinetti, Community Development Director

Tracy

Mike Belluomini, Community Development Director

Ripon

Lynea Slinden, Planning Director

Escalon

Lou Thanas, City Planner

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